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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

ON:

Industrial and Labour Development in April 1952.

N.B.-Each Section of this Report may be taken out separately.

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - APRIL 1952.

11. Political Situation and Administrative Action.

India ends States of War with Japan: Separate
Peace Treaty to be concluded.

On 28 April 1952 the Government of India by a notification in a Gazette Extraordinary terminated the State of War with Japan.

The announcement further added that the government of India intends to conclude as soon as possible a separate treaty of peace with Japan whereby Indo-Japanese relations would be brought into conformity with the amity which existed between them before the ~~declaration of war with Japan~~ declaration of war with Japan.

The diplomatic relations with the two Governments have been restored and will be on Embassy level.

(The Statesman, 29-4-1952)

Chapter 2. International and National organisations

25. Wage-Earners' Organisations.

India - April 1952.

Registered Trade Unions in Part B States during 1949-50.

The Indian ~~Labour~~ Labour Gazette, Vol. IX, No. 8, February 1952, contains an article on registered trade unions in Part B States in India during 1949-50, giving details of their number, membership, size and finances. The article is based on the information contained in the trade union returns obtained from the following six States: Hyderabad, Madhya Bharat, Mysore, Rajasthan, Saurashtra and Travancore-Cochin. The returns were neither uniform nor complete in character. Even the period to which the returns related was not the same in case of all these States. The returns for Hyderabad, Madhya Bharat, Saurashtra and Travancore-Cochin were for the year ending 31 March 1950; those for Mysore related to the calendar year 1949, while Rajasthan sent the returns for the year ending September 1950. In spite of these limitations, an attempt has been made to give an overall picture of registered trade unions, in Part B States, by analysing the available information.

Number and membership.- The following table shows the total number of registered trade unions and membership of trade unions submitting returns in the various States:-

States	Number of trade unions		Membership of trade unions submitting returns at the end of the year			Average membership per union	Percentage of women membership to total membership
	On regis- ters	Sub- mitt- ing returns	Men	Women	Total		
1	2	3	4	5	6	7	8
I-Workers' Unions-							
(a) Central Unions-							
Hyderabad....	9	6	21,010	448	21,458	3,576	2.1
(b) State Unions-							
Hyderabad....	81	45	22,652	2,612	25,264	562	10.3
Madhya Bharat	21	14	16,453	2,013	18,476	1,680	10.9
Travancore-							
Cochin.....	56	56	29,808	2,740	32,548	581	8.4
Mysore*....	34	33	32,133	1,573	33,706	1,021	4.7
Saurashtra	28	28	10,164	1,244	11,408	407	10.9
Rajasthan	25	16	N.A.	N.A.	12,127	758	N.A.
Total							
(Workers' Unions).	264	198	132,250	10,630	154,987	8,585	7.4%

Table continued

1	2	3	4	5	6	7	8
II-Employers' Unions-							
State Unions-							
Hyderabad.....	6	1	142	3	145	145	2.1
Madhya Bharat...	1	1	495	-	495	495	-
Total (Employers' Unions)....	7	2	637	3	640	640	0.5
Grand Total.....	271	200	132867	10633	155627	9225	7.4§

N.A. - Figures Not Available.

* Returns for Mysore are for the calendar year 1949, while these for Rajasthan are for the year ending September 1950. Returns for the remaining four States ~~have~~ are for the year ending 31 March 1950.

§ Excluding Rajasthan.

Classification by ~~industry~~ industry.- The following table shows the number of unions submitting returns and their membership according to industries:-

Industry	Number of Unions furnishing returns.	Membership at the end of the Year		
		Men	Women	Total
1	2	3	4	5
I-Agriculture and allied activities.....	2	626	-	626
II-Mining and Quarrying.	5	11,640	462	12,351§
III-Manufacturing.....	84	53,352	6,764	63,902§
IV-Construction.....	2	817	-	817
V-Electricity, Gas, Water and Sanitary Services	12	3,531	151	4,452§
VI-Commerce.....	10	3,225	40	3,265
VII-Transport, Storage and Communications.....	15	24,766	68	32,000§
VIII-Services.....	4	920	328	1,248
IX-Miscellaneous.....	10	4,182	80	4,418§
Total.....	144*	103,059	7,893	123,079*

* Classification for the unions in Travancore-Cochin is not available.

§ Sex classification in respect of 12,127 members (249 under Mining and Quarrying, 3,786 under Manufacturing, 770 under Electricity, Gas, Water and Sanitary services, 7,166 under Transport, Storage and Communications and 156 under Miscellaneous) for the State of Rajasthan ~~and~~ is not known.

The average membership per union is the highest in "Mining and Quarrying" namely, 2,476, followed by "Transport, storage and communications", which has 2,133 members per union. The average membership is low in "Services", "Agriculture and allied activities" and "Commerce".

Size of trade unions.- The frequency distribution of membership of registered trade unions

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submitting returns is given in the following table:-

Membership	Unions which furnished figures of membership		Membership at the end of the year	
	Number	Percentage to total	Number	Percentage to total
Below 50 -----	13	8.8	424	0.4
Between 50 and 99-----	26	17.6	1,826	1.7
Between 100 and 299-----	55	37.2	9,827	9.0
Between 300 and 499-----	12	8.1	4,513	4.1
Between 500 and 999-----	16	10.8	10,850	10.0
Between 1000 and 1999-----	11	7.5	15,640	14.4
Between 2000 and 4999-----	10	6.7	31,429	28.9
Between 5000 and 9999-----	4	2.7	21,939	20.2
Between 10,000 and 19,999---	1	0.6	12,312	11.3
20,000 and over-----	-	-	-	-
Total-----	148*	100.0	108,760	100.0

* Membership figures for individual unions in respect of Hyderabad were not available and hence the Hyderabad unions have been excluded.

The highest union among Part B States was the Indore Mill Mazdoor Sangh which has a membership of 12,312.

Trade Union finance.- The average income and expenditure per workers' union were 1,704 rupees and 1,455 rupees respectively and for employers' union 469 rupees and 596 rupees respectively. The table given below shows the general funds of unions submitting returns:-

States	Number of unions submitting returns	General Fund Account			
		Opening Balance	Income	Expenditure	Closing Balance
		Rs.	Rs.	Rs.	Rs.
I-Workers' Unions-					
(a) Central Unions-----					
Hyderabad-----	6	10,911	28,965	24,193	15,683
(b) State Unions-----					
Hyderabad-----	45	6,540	69,476	45,406	30,610
Madhya Bharat.....	14	33,810	68,500	66,820	35,490
Mysore*.....	32	41,802	73,064	62,067	52,799
Travancore-Cochin**.	49	9,316	33,635	29,428	13,523
Saurashtra.....	28	18,501	40,710	32,413	26,798
Rajasthan§-----	16	§§	9,357	16,198	§§
Total (Workers' Unions)....	190	120,880	323,707	276,525	174,903
II-Employers' Unions-					
State Unions-----					
Hyderabad-----	1	224	446	339	331
Madhya Bharat-----	1	375	532	853	54
Total (Employers' Unions)--	2	599	978	1,192	385
Grand Total-----	192	121,479	324,685	277,717	175,288

* Figures relate to the calendar year ending 31-12-1941. The financial figures are for 32 out of the 33 unions.

** Financial Figures are for 49 out of the 56 unions.

§ The information relates to the period October 1949 to September 1950.

§§ Figures are not available.

The following table shows respectively the percentage distribution of income by sources and the percentage distribution of expenditure on various heads of expenditure:-

Sources of Income	All Unions	Hydera- bad	Madhya Bharat	Saurash- tra	Mysore	Rajas- than
Contributions from members-----	88.7	100.0	87.3	77.6	85.5	51.0
Donations-----	3.2	-	1.7	7.2	5.4	14.4
Sale of periodicals, books, etc.-----	0.6	-	2.3	-	-	-
Interest on investments.	0.4	-	0.8	-	0.6	2.3
Income from miscellaneous sources-----	7.1	-	7.9	15.2	8.5	32.3

Items of expenditure	All Unions	Hydera- bad	Madhya Bharat	Saurash- tra	Mysore	Rajas- than
Salaries, allowances, etc. of officers-----	11.4	16.4	-	8.9	20.9	5.8
Establishment-----	31.0	23.6	32.8	38.4	34.7	25.6
Auditors' fee-----	0.6	0.3	-	-	1.4	1.7
Legal expenses-----	1.5	1.2	0.8	0.2	3.4	0.5
Expenses in conducting trade disputes-----	4.2	5.7	0.3	10.7	3.9	2.4
Compensation for loss arising out of trade disputes-----	0.6	1.1	-	-	1.0	-
Funeral, old age, sickness, unemployment and other benefits-----	2.4	0.3	-	1.0	8.3	1.4
Educational, social and Religious benefits-----	0.9	0.3	0.6	0.7	2.2	0.6
Publication of periodicals.	3.9	0.4	12.5	1.0	1.0	0.5
Other expenses-----	43.5	50.7	53.0	39.1	23.2	61.5

Only four unions in Saurashtra reported that they maintain political funds. The closing balance of the funds remained at 5,495 rupees.

Federations.- Two federations, having an aggregate membership of 8 trade unions, are functioning in Travancore-Cochin. The income of one of the two federations during the year was nil, while the expenditure was only 12 rupees. The other federation did not furnish any financial return.

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Healthy Growth of Trade Unions: I.N.T.U.C.
Council adopts Five-Point Plan.

A meeting of the General Council of the Indian National Trade Union Congress was held at Bangalore from 27 to 29 April 1952, Mr. Khandubhai Desai presiding. The Council outlined a five-point programme for the affiliated unions "to ensure healthy growth and consolidation of the organisation".

The main items of the programme are to give increasing attention to constructive activities in adult education, co-operation and social work among working class women; to start a centre ~~xxxxxxx~~ at Ahmedabad in June to train trade union workers, to organise and solve the problems of middle class, commercial and agricultural labourers and civil servants and to draw the attention of the Government to workers' problems.

Mr. Desai's address.- In the course of his presidential address, Mr. Desai referred to the deflationary trend, deprecated the unhelpful attitude of vested interests and called upon the Government to take firm action and provide immediate relief to the worker and the common man.

After the Congress was returned to power, he said, the people were looking forward to brighter days and the end of economic exploitation. He said that the workers would not fall a prey to the tactics of capitalists who wanted to curtail production. The Government, by taking bold steps, would have to convince the people that the old traditional methods could not be violated in a free country. If the Government failed in its duty, they would have to compel it to do so.

Review of progress.- Mr. Hariharnath Shastri, General Secretary, presented review of the progress and activities of the Indian National Trade Union Congress since the fourth annual session in Ahmedabad. The most significant development after the last annual session, according to the review, was the General Elections which had revealed that while the people wanted the Congress back in power, they were no longer prepared to tolerate the perpetuation of vested interests in its present form "aimed at ruthless exploitation of the masses". This trend was clearly established by the defeat of industrialists who were given Congress nominations. The people wanted basic changes in the social order and in the policies of the Government.

It was very clear that the present ~~stalemate~~ stalemate could not last long and unless some striking results were shown in the near future, frustration fraught with grave consequences was bound to follow. Among the suggestions put forward in the review were a clear and well-defined economic policy, a definite plan on labour housing, wage policy, social security and industrial relations; and complete co-ordination in matters of policies and their implementation between the Centre and the States.

Referring to the present ~~xx~~ slump in prices and the proposal of textile millowners to close their mills or curtail production, the review said the employers had only raised the new bogey of slump, to compel the Government to lift controls ~~and~~ on cloth. Their attitude, which was bound to jeopardize national production, might lead to serious ~~xxxx~~ repercussions in other industries.

Resolutions: Attitude of employers criticised.- The Council by a resolution ~~xx~~ directed its affiliated unions and industrial federations to prepare for and resort to direct action if the employers adopted a "stubborn attitude and dilatory tactics" in the settlement of industrial disputes. The resolution stated that the INTUC was anxious to pursue the policy of conciliation and arbitration. But it regretted to note that the attitude of a section of employers had been "unhelpful and created difficulties in the way of peaceful and harmonious industrial relations". As a result of obstructive tactics on the part of such employers the present conciliation machinery "lost its effectiveness" and, therefore, it had become necessary for the INTUC to restate its policy.

The resolution also urged the Central Government to frame a definite policy and programme for the next five years regarding wages, housing and social security, overhaul the industrial relations machinery to suit the needs of the present situation, abolish appellate tribunals and free the labour tribunals from the jurisdiction of the Supreme Court and High Courts.

Decline in prices: No justification for closure of mills.- The resolution on the general slump stated that the Council having carefully studied the situation was convinced that there was no justification for ~~xxxx~~ closure of mills on the plea of economic slump. Such an attitude on the part of industrialists was "unsocial and unpatriotic" at a time when increased production was the supreme need of the hour.

With regard to decline in prices, the resolution urged the Government not to submit to the "machinations of the vested interests and to firmly resist all attempts calculated to frustrate the tendency of a fall in prices or allow any moves which would shift the burden of slump on the consumers and workers".

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A.I.R.F. to continue Negotiations:
Reference of Issues to Tribunal suggested.

A meeting of the General Council of the All-India Railwaymen's Federation was held at Amingaon on 30 and 31 March 1952. Mr. Jayaprakash Narayan presided.

The Council fully approved of the decision of the committee of action in staying implementation of the strike ballot results in view of the grave threat to national security prevailing at the time (vide pages 14-15 of the report of this Office for August 1951).

Resolutions.- The Council passed the following resolutions.

"Having considered the report on subsequent negotiations between the A.I.R.F. and the Railway Ministry ~~this~~ this Council is of opinion that solution of pending issues is possible, provided the Government work the proposed joint standing machinery in proper spirit and for this purpose this Council resolves to refer pending issues to the Ministry of Railways for settlement by further negotiation or ~~reference to the Ministry of Railways for settlement~~ reference to the Tribunal contemplated under the standing scheme for settlement of disputes".

It was also resolved that the Federation should move the Government to revise conditions of service of railway employees in light of conditions obtaining on railways and their financial capacity.

(National Herald, 1-4-1952).

Railway Employees' Demands: I.N.R.W.F. Meeting
with Railway Board.

The second quarterly meeting between the Indian National Railway Workers' Federation and the Railway Board was held in New Delhi on 17 April 1952 when a deputation led by Mr. Hariharnath Shastri met Mr. V. Nilakantan, Member (Staff), Railway Board.

The Federation urged that the employees officiating in higher grades should be confirmed without undue delay. It was stated by the Railway Board that

1. Cf. Pages 14 of the report of this Office for September 1951.

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the conversion of temporary higher posts into permanent ones was being pursued vigorously and steady progress was being made. It was also explained that the Railways had been asked to accord to the staff the benefits which would accrue to them by ~~their~~ being declared substantive holders of temporary posts and to the extent that this would not give any relief, ~~it~~ was agreed to examine whether, it would be possible, under the rules, to provide that the staff who had been officiating in such posts for more than three years did not have their increments postponed by taking leave.

The Federation raised the question of the ban that had been placed on confirmations since the integration of the Railways and the adverse effect that this had on the staff who might retire before the Government decided to lift the ban. The Board promised to investigate this to see whether any relief was possible for such staff.

The Federation also drew attention to the increase in the retail price of wheat, consequent on the withdrawal of the food subsidy, and suggested that the staff should be protected against this increase. It was explained by the Board that the withdrawal of the subsidy affected only certain areas, particularly the rationed areas, and the railway employees in these areas were placed ~~in~~ in no worse position by this Government action than the general public. The increase in the retail prices was not very heavy and the Government was unable to agree to the staff being compensated for this increase.

Merger of dearness allowance with pay.- The Member (Staff) informed the Federation that the question of setting up a commission for advising the Government on merging part of the existing dearness allowance with basic pay was under active consideration and an announcement might be expected shortly.

Railway services.- The Federation was informed that in connection with the formation of the last three regrouped railways, a seniority committee, on the same basis as had been done in respect of the other three railways, would be constituted for each of these systems. The functions of the committee would be to evolve the principles on which a common seniority of staff on the ~~general~~ several integrating units should be based.

The Federation pointed out that some of the ex-State railway staff had enjoyed a guaranteed rate of 4 per cent interest on their provident fund holdings before the merger. The Railway Board agreed to examine whether it would be possible to continue this guaranteed interest in respect of the persons who had previously ~~enjoyed~~ enjoyed the privilege.

The Federation stated that the staff already in service were not being permitted to apply for posts

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advertised by the Railway Service Commissions and urged that no restriction should be placed in this matter. The Board explained that it would not be practicable to allow the staff who very often had had prolonged periods of training to switch over from one channel of promotion to another without causing serious inconvenience and administrative difficulties. It was, however, agreed after discussion that the staff would be given one chance to apply for advertised posts at the discretion of the competent authority.

Delay in the ~~implementation~~ implementation of the Joint Advisory Committee's decisions was referred to by the Federation. It was explained by the Board that in certain cases where upgrading depended upon justification, on the basis of work, there had been delays in obtaining information from the railways. The finalization of this question would be expedited and regrouping would not adversely affect the implementation of the Joint Advisory Committee's recommendations.

Tuberculosis Treatment of T.B. patients.— The Federation urged that the railway should make special provision for the treatment of T.B. patients amongst their staff and their families. The Board explained that the various measures which the Railways and the Staff Benefit Funds had taken and had in fact placed the railway employees in a better position in this matter compared to the general public. It was however, recognised that there was scope for expansion of these measures, and it had been decided that the Railways should maintain 200 beds in T.B. sanatoria for railway staff and their families. The steps necessary to implement this decision were under consideration.

(The Statesman, 18-4-1952).

Northern Railwaymen's Association formed.

At a meeting of the representatives of the East India, East Punjab, Bikaner and Jodhpur Railways, held at Lucknow recently, under the presidentship of Mr. Harihar Nath Shastri, president of the Indian National Railway Workers' Federation and general Secretary of the Indian National Trade Union Congress, it was decided to merge the Lucknow, Allahabad and Moradabad branches of the East India ~~Railways Congress~~ ~~East Punjab Railway~~ Railwaymen's Congress, East Punjab Railway Staff Union and the Jodhpur and Bikaner Railway Karamchhari Sangh in one union under the name of Northern Railwaymen's Association, with headquarters at Delhi.

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Office bearers.- The following persons were elected office-bearers for the current year:-
Mr. Ram Chandra - President; Mr. J.P. Chaubey - Workers' President; Mr. Udham Singh, Mr. P. Srivastava and Mr. Sohan Lal Joshi - Vice-Presidents; Mr. P.P. Kulshreshtha - General Secretary.

(National Herald, 24-4-1952).

Annual Conference of Hind Mazdoor Sabha,
Bombay, 28 April to 1 May 1952: Workers'
Minimum Demands formulated.

The third annual Convention of the Hind Mazdoor Sabha was held at Bombay from 28 April to 1 May 1952. Miss Maniben Kara presided. Messages of good wishes were received by the convention from the General Council of Trade Unions of Japan, American Federation of Labour, All-Pakistan Confederation of Labour, Trade Union Congress of Burma, International Federation of Christian Trade Unions and Labour Federation of Israel.

The Convention, among others, adopted a resolution called upon its affiliated unions to develop a powerful movement in support of minimum demands of national fair wage, ~~benefits~~ security of service, unemployment benefits, sickness insurance, cheap and sanitary houses, free and compulsory primary education, and ~~inexpensive technical~~ inexpensive technical and vocational training.

General Secretary's report.- Mr. G.G. Mehta, General Secretary, presented the general report giving a detailed account of the activities of the Sabha. According to the report during the period March 1951 to March 1952 the membership of the Sabha increased by over 160,000 bringing the total membership of the Sabha as on 31-12-1951 to 829,752. The Sabha has now on its register 535 unions. During the year 70 new unions were granted affiliation while 14 unions were removed from the register. The financial position of the Sabha continued to be unsatisfactory, with the ~~result~~ result that the Sabha had to curtail many of its activities and some of the most essential activities could be carried on only in a very limited manner.

The report says that difficulties of the workers multiplied many times during the year, prices of the essential commodities kept on increasing and most of the workers did not get any rise in their dearness allowance. Employees of the government were granted an additional 5 rupees as dearness allowance. But that was hardly ~~adequate~~ adequate and most of the State Governments refused to make even ~~that~~ this concession to their employees. In the new financial year the Government of India ^{had} done away with the food subsidies that it had granted so far. That had raised food prices in all industrial cities and had imposed a further burden on the working class. Apart from this another spectre that was haunting the workers was the ~~specter~~ ^{specter} of employment. Employment was going down in many industries and the number of unemployed workers was increasing in every industrial centre. Unless energetic steps were taken to turn the trends the main burden of the depression would be passed on to the working class in the form of reduced employment and reduced earnings. The Government published during the year the Draft Five Year Plan and a number of huge schemes for large scale development are announced from time to time. Very few effective steps have, however, been taken to increase the range and scope of productive activities. Social conditions did not also show any improvement. In spite of many talks and plans very little was done during the year in the sphere of industrial housing. The report emphasises that workers' standard of living will not improve unless they have a proper shelter ~~over their and their family's heads~~. It says that very little attention is being paid to this basic requirement of elementary human existence and the new year does not hold out much hope of any improvement in that respect.

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Workers' education and training.- The report states that the Sabha is particularly interested as set out in the manifesto adopted on its foundation in workers' education as well as training of trade union functionaries. Owing to lack of finances nothing much could be done in this sphere during the year. In Bombay, H.M.S. Unions took active part in the Trade Union Training and Social Education classes conducted by the Social Services League. Some unions also organised their own classes.

Co-operative and other activities.- The report says that the Sabha has always emphasised the need of co-operative and other activities to be conducted by affiliated unions. Some unions have started paying attention to this constructive aspect of trade union work. The Maritime Union of India, The Bombay Dock Workers' Union ~~etc.~~ etc., have collected big building funds and are taking steps to erect their own union buildings. Some unions are conducting co-operative credit societies for the benefit of their own members. A number of unions have also begun organising social activities for their members. The adoption of these and similar activities by unions is however, still very limited and restricted.

ILO representation.- The report deplors that the Government was still persisting in giving the monopoly of workers' representative to ILO meetings to the Indian National Trade Union Congress. Attempts were made to secure representation for the H.M.S. but these have no fruit. Attempts were also made to persuade the INTUC to agree to make a joint representation to the Government regarding Indian workers' representation. The attempt did not succeed. The Sabha was happy to note, however, the monopoly of the INTUC was broken at least in the matter of representation on Industrial Committees. On two committees one seat has gone, each to a non-INTUC nominee. On the Inland Transport Committee one of the two seats ~~xx~~ went to Mr. S. Guruswami, the joint nominee of HMS and All India Railwaymen's Federation. Similarly one of the two seats on the Salaried Employees and Professional Workers Committee went to Mr. Roshanlal Malhotra, the General Secretary of the All India Bank Employees Association whose name was suggested by HMS.

Presidential address.- Miss Maniben Kara, in her presidential address said that the need of the hour was increased production, so that the people might have a little more of food, a little more of cloth and other necessities and somewhat better shelter.

Referring to the slump in the prices of a few commodities, she said it was the result of the over-~~xx~~ trading that many had indulged in and the artificial push that had been given to prices of ~~xxxx~~ many commodities. Great precaution had to be exercised to see that the business failures of a few did not set in motion the tide of depression. There was no

reason why India should experience depression. The people were short of so many things and they needed them so badly and urgently that the ~~wheel~~ wheel of profession ~~should~~ should be kept moving indefinitely and at the maximum possible speed.

Miss Kara said Government would be falling in its duty if it allowed unemployment to spread among textile and other industrial workers. Side by side workers must also develop a powerful mass movement for unemployment benefits. It was only the sanction of such a movement that would create more employment and secure some relief to the unemployed workers.

Draft Five-Year Plan.- On the draft five-year plan Miss Kara said its emphasis was on democratic methods, and on economic support and co-operation. "That was what distinguished it from a totalitarian ~~by~~ type of plan. Naturally the rate of ~~progress~~ progress and the total achievement could not be as spectacular in this type of plan as in the case of a totalitarian plan. But with popular enthusiasm and support and proper organisation and allocation of available ~~resources~~ resources, it was possible to secure better results in the agricultural and the industrial field. ~~of~~ Some other criticisms of a similar character could ~~not~~ be levelled against the plan. But they should be one of support and co-operation. However, modest its aims, all ~~should~~ should co-operate in realising them, for once they were realised during the stated period or earlier, the way will be open for taking a further ~~stride~~ stride towards a more spectacular development. It rested with Government, however, to arouse enthusiasm and secure the co-operation.

Enforcement of labour enactments.- During the year a number of important labour laws had been placed upon the statute book. The most important amongst them were laws relating to plantation labour, the mines, the provident fund etc. The Government could be complimented upon the enactment of so many laws. But mere enactment did not help workers. The laws must be brought into force and machinery set up for their proper enforcement. In both these respects the record of the Government was most unsatisfactory. It takes an unconscionably long time to bring the laws into force and the enforcement machinery is very weak and defective. The Employees State Insurance Act passed in 1948 had been so far brought into force only in Kanpur and Delhi. Similarly the Minimum Wages Act passed in the same year also remained unenforced in many important respects. If the Government was really serious ^{about} ~~should~~ the labour laws that it had passed it must remove this big time-lag between enactment and enforcement and also take early steps for setting up an adequate enforcement machinery. It was the task of the trade union movement to emphasise this point and to persuade the Government to be more quick and energetic in enforcing labour laws.

Attitude towards communists.- In conclusion, Miss Maniben Kara referred to Communist "overtures for unity" and said that the Communists had recently affected a big change in their tactics. They were now for unity and united front and united activities and united effort. Their united front was now so broad-based as to include within its ~~fold~~ the fold even the so-called anti-imperialist nationalist bourgeoisie. It was her considered opinion that the Hind Mazdoor Sabha should not countenance any attempt at unity or united front with Communists or organisations under their domination. "If we were convinced that democracy and freedom are the better ideals and that free and independent trade unions are one of the most effective means of attaining them, let us hold steadfast to our conviction and refuse opportunist alliances with those who do not share our devotion to those ideals".

Dr. Pillai's address.- Dr. Pillai, Director of the New Delhi Office, also addressed the meeting. He assured the convention of the support of the I.L.O. to Indian labour. Referring to the "charge" that the I.L.O. concerns itself with the problems of European labour only, Dr. Pillai said it was no longer true. The emergence of the labour movement in Asia had changed the situation. The new labour movement in Asia had enabled the I.L.O. "to intensify its Asian activities".

Resolutions.- Some of the more important resolutions adopted by the convention are noted below:

Five-Year Plan supported.- The Sabha adopted a resolution assuring its co-operation in the implementation of the Five-Year Plan of the Planning Commission, in spite of the Plan's many defects and shortcomings.

Moving the resolution; Mr. Asoka Mehta, Socialist leader, said that the Five-Year Plan was not a plan as such, but a development programme in which the agricultural section had been given much more importance than the industrial. Industrial development has been left ~~at~~ at the mercy of the private sector, he said. Mr. Mehta said that no reference had been made in the Plan to the place and voice of workers. The question of employment had also not been properly tackled. Though the status of the worker as an honourable partner in economic endeavours had been recognised, and it had been admitted that the energy and skill of the worker were the most precious assets of the nation, no attempt had been made to translate these principles into effective provisions governing the employer-worker relations. In spite of these, Mr. Mehta said, it would be suicidal for the workers not to co-operate with the working of the Plan.

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The resolution urged the Government to take appropriate steps for associating organised labour at all levels with the machinery that might be set up for implementing the Plan. It also urged the Government to work out a co-ordinated plan of industrial development and employment.

Settlement of industrial disputes.- The Sabha viewed with concern the increasingly dilatory and complicated character of the machinery for the settlement of industrial disputes devised by the Industrial Disputes Act, 1947 and the various state enactments of a similar nature. In the first place, the conciliation proceedings which were supposed to be over within 14 days, themselves took an extremely long time, and in the second place, if the dispute was referred to the adjudication of an Industrial Tribunal, that Tribunal was liable to delay the matter for an inordinately long time. The enactment of the Industrial Disputes (Appellate Tribunals) Act 1950 was an additional factor which caused further inordinate delay in the settlement of disputes. Apart from this, there was an increasing tendency to take up the industrial matters further to State High Courts and the Supreme Court which again added to the delay. The Sabha placed on record its emphatic view that time was the essential factor in the settlement of industrial disputes and that in the case of industrial matters, for a adage "justice delayed is justice denied" was more true than anywhere else.

The resolution urged the Parliament of India (1) immediately to repeal the Industrial Disputes (Appellate Tribunal) Act, 1950 and (2) to devise a very simple machinery for the settlement of industrial disputes such as is devised under the British Industrial Disputes Order 1951.

Industrial housing.- ~~The~~ On the question of housing accommodation for workers the convention expressed its grave concern at the Government's indifference. It urged the Government to provide housing on an adequate scale to all industrial centres without delay.

Minimum demands of ^{workers} ~~women~~.- By another ~~xxxxxx~~ resolution the Convention called upon its affiliated unions to develop a powerful movement in support of minimum demands of national fair wage, security of service, unemployment benefits, sickness insurance, cheap and sanitary houses, ~~free~~ free and compulsory primary education, and inexpensive technical and vocational training. The resolution asked the working class to keep up a continuous agitation for the implementation of minimum demands by the Central and State Governments. It exhorted the workers to increase national production, but at the same time, urged the Government to create conditions to enable workers to have an increased share in increased production.

Consolidation of dearness allowance with basic pay.- Consolidation of dearness allowance with basic pay was demanded in another resolution, moved by Mr. Peter Alvares of Bombay. The resolution said that there was no longer any justification for the continuation of the artificial distinction between the basic pay and the dearness allowance which constitute the total emoluments of industrial and other workers.

(Summarised from copies of the text of the General Secretary's Report, Presidential Address, Draft Resolutions, received in this Office.
The Hindu, 30-4-1952 and 1-5-1952;
The Hindustan Times, 1-5-1952)

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28. Employers' Organisations.

India - April 1952.

Annual Meeting of Millowners' Association,
Bombay: Fact-Finding Inquiry into Textile
Controls urged.

A warning to India's cotton textile industry and to the Government that it would be a grave error to dismiss the present slump as a "temporary phase" and to hope for the situation adjusting itself without any special efforts was given by the Chairman of the Millowners' Association, Mr. G.D. Somani, at its annual meeting held in Bombay on 14 April 1952. While not making a direct ~~plea~~ plea for decontrol of cotton textiles, Mr. Somani said that if it was felt that control must be continued until and unless at least the actual pre-war figure of per ~~capita~~ capita consumption was reached, he would not quarrel with that decision, provided such a decision was preceded by a factual review of all facts and circumstances relating to control, hearing in mind the ultimate need of the industry ~~re-organising~~ re-organising and developing itself with a view to ultimate discontinuance of control. Reiterating that the temporary decontrol in 1948 was contrary to the advice tendered by the ~~Association~~ Association, Mr. Somani said that the position to-day was entirely different.

Mr. Somani suggested that to meet the present situation a Fact-Finding Inquiry into textile control should be undertaken. The second prerequisite of continuance of control would be a realistic scheme of pricing, which would take into account all the outgoings of the industry and provide for a return on capital which, would, in addition to yielding a fair rate of dividend, include a reasonable appropriation for rehabilitation of the industry.

To enable the industry to tide over the present difficult situation and to avoid enforced curtailment ~~with~~ of production and unemployment until well-considered decisions could be taken on the main issue of continuance of control, "immediate remedial measures" needed were: (1) the abolition, either on a permanent or temporary basis, of the excise duty and the export duty and (2) the removal of some of the restrictions at present in force on exports, to facilitate clearance of stocks which have accumulated with the mills.

While the industry greatly appreciated certain concessions which had already been notified by the Government, he pointed out that permission to sell fine and superfine goods to merchants of the mills' own choice by itself meant nothing. It ~~the~~ mills had

to accept responsibility for the sale of goods, they should be given the right to manufacture goods of such specification as they knew by experience could sell, and to dispose of them in such markets as they knew by experience would absorb such manufactures.

Closure of mills.- Notices of closure had been put up, Mr. Somanl said, in a number of mills in Bombay and elsewhere as a precautionary measures in case the remedial measures already taken by the Government and the steps which the industry advocated did not produce results. ~~The industry~~ The industry was second to none in its desire to avoid widespread unemployment, if that could be avoided by appropriate measures. He was grieved, however, to note that such notices had been misinterpreted and misread in certain quarters as a desire on the industry's part to create artificial scarcity of cloth and secure higher prices. Such an allegation was as "untenable as it is mischievous", for, the prices of cloth and yarn were based on actual cotton prices and ~~manufacturing~~ manufacturing charges.

He also pointed out that uncertainty as regards the future, level of cloth prices and the absence of satisfactory hedging arrangements raised the question of writing down the value of the mills' holdings before they arrived at the trading results of the year 1952-53, which would absorb a fair slice of the reserves built up by a number of mills, resulting in a setback to rehabilitation plans.

Government schemes for insurance and provident fund benefits condemned.- Mr. Vithal N. Chandavarkar, Deputy Chairman of the Association, in his address referred in detail to the twin imposts by the Government on the industry in the form of Employees' State Insurance and the compulsory provident fund scheme. He called the levy under the first item "inequitous", as the industry was already spending on medical facilities, workmen's compensation and maternity benefits a sum which amounted to over three-quarters of the wage bill. He estimated that mills in Bombay city alone ~~would~~ would be paying about 1.8 million rupees per year in the shape of insurance subsidy.

He condemned the provident fund legislation as being "hasty" and contrary to the assurance given to the Standing Labour Committee that a draft Bill would be placed either before it or a sub-committee of that body. If the Government's policy was to consult those tripartite bodies only when it suited it, he wondered if any useful purpose was likely to be served by employers continuing to participate in the deliberations of these bodies.

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Annual General Meeting of Employers' Association
of Northern India, Kanpur, 25 April 1952;
Employers' ~~XXXXXXXXXX~~ Difficulties in countering
Indiscipline in Mills.

The annual general meeting of the Employers' Association of Northern India was held at Kanpur on 25 April 1952. Mr. H. Hill, chairman of the Association, presided.

President's address: indiscipline in mills increasing.- Mr. H. Hill, in his address, said that the leniency with which the Labour Department of the Government had treated indiscipline in Kanpur mills and factories would, if not checked, result in a deterioration of employer-labour relations. Though there were fewer strikes in 1951 than in the previous year, those that occurred were of longer duration. What was significant was that the strikes, with one exception, were unconstitutionally called. Every week, almost every day, the Association was receiving reports that managerial offices had been raided and ~~the~~ valuable property damaged, that ~~many~~ managerial staff had been assaulted and sometimes seriously injured and that the authority of supervisory staff had been undermined by continual labour indiscipline. He hoped that the Government Labour Department would support with vigour and firmness the employers' efforts to regain some measure of discipline, as only then could there be healthier employer-labour relations. He was convinced that if more senior and capable men were employed as adjudicators there would be ~~unbiased~~ unbiased judgments followed by a ~~large~~ large reduction in the number of cases going forward to the Appellate Tribunals, High Courts and the Supreme Court with a lessening of ill-feeling.

Referring to reorganisation and standardisation, Mr. Hill said that workers were taking an increasing dislike to any form of rationalisation. He felt that the present system of dearness allowance killed incentive to work harder and produce more. He advocated the linking of dearness allowance with output.

Referring to the Employees State Insurance Act, he said that the levy of three-quarters of the total wage bill on employers towards implementation of the scheme would add to the cost of production.

He urged the recognition of Kanpur as a suitable location for the Labour Appellate Tribunal, and appealed for reconsideration of those sections of the Labour Relations Bill (1950) which were detrimental to the maintenance of discipline.

Referring to the Trade Unions Bill (1950), Mr. Hill emphasised the need for stringent control of the growth of irresponsible trade unions. Perhaps the speediest method of doing this he said,

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was to encourage the more responsible registered trade unions. He doubted whether there was any trade union functioning in Kanpur which could give anything like an accurate estimate of its member strength.

He added: "It not infrequently happens that the Uttar Pradesh Government's Labour Department takes cognizance of a so-called industrial dispute when the union sponsoring the dispute represents less than 1 per cent of the workers concerned. If cognizance is taken of fantastic demands, there is something radically wrong with our labour laws. In such cases, as a demand goes to adjudication, and then to appeal the employers who are party to the case are unable, without permission, to dismiss or punish a single workman until completion of the case, which might be anything up to two years".

He alleged that trade unions made a point of keeping employers under adjudication with the sole object of making it extremely difficult for them to punish or dismiss employees, even for the most serious offences.

(The Statesman, 28-4-1952).

Annual Session of Indian Merchants Chamber,
Bombay, 8 April 1952: Finance Minister claims
Tax Burden not Oppressive.

The annual session of the Indian Merchants Chamber was held at Bombay on 8 April 1952. Mr. M.R. Ruia, presiding. The meeting was addressed by Mr. C.D. Deshmukh, the Union Finance Minister who expressed the view the burden of taxation in India was not unduly heavy or oppressive, taking into account the country's requirements and limitations regarding borrowing.

Presidential address.- Mr. M.R. Ruia in his presidential address said that the downward stabilization of prices had to be attempted largely by increasing production, availability of supplies and by lowering the cost & structure of industries. He stressed the importance of tax relief as an incentive to industry and said that it had a vital bearing in the solution of difficulties confronting the country's economy at present.

Commodity prices.- Referring to the slump in commodity prices, Mr. Ruia said that it would be facile to attach a definitely disinflationary significance to the recent developments. The violent fall in prices, by disorganising the mechanism of marketing of primary products, might lead to a setback in the purchasing power of the producers and affect the country's export earnings.

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He welcomed the reduction in export duties for stimulating export demand for some of the commodities and pleaded for reduction or abolition of the duty on exports of cotton waste and cloth and withdrawal of the distinctions quota system. To stimulate internal demand for cotton textiles, he recommended the abolition of ~~EXPORT~~ excise duty on cloth and the lifting or modification of the existing scheme of control.

Mr. Ruia stated that irrespective of the justification for adopting monetary measures for tackling inflation earlier, the position should now be reviewed in the light of altered circumstances. He traced several spheres where relaxation of the existing measures were possible. Credit facilities could be increased by increased and freer open market operations by the Reserve Bank and by relaxing conditions for the rediscount of commercial bills. The Government should allow tax assessees to defer payments of dues or accept part-payments during the present monetary stringency. He assured the Government of whole-hearted co-operation in tackling the situation.

Taxation problems.— Mr. Ruia pleaded for a rational approach to taxation problems. The revenue exigencies, from time to time, had led to the adoption of the expedient of stepping up of rates, adding surcharges and levying flat and all-round increases in taxes without adequate regard being given to the basic principle governing taxation. The immediate urgency was to devise a tax structure fair in the incidence and adequate, at the same time, to meet the needs of ~~the~~ an expanding economy. The question of an inquiry into taxation thus assumed utmost importance.

He suggested that it would be more desirable in the long-term interests of the country to explore possibilities of securing foreign capital in the shape of loans.

Labour legislation.— Mr. Ruia criticised the pace of labour welfare schemes with special reference to the provident fund scheme. He said that they should be introduced gradually and should be made after prior consultation and mutual agreement between the interests concerned.

Mr. Deshmukh's speech: tax burden not oppressive.— Mr. C.D. Deshmukh, Central Minister, ~~was~~ addressing the meeting said that the question of tax relief must not be viewed academically or theoretically. If all the money required for development of the country's latent resources could be raised by public borrowing, it would clearly have been the Government's policy to maintain taxation at a level necessary for meeting normal revenue expenditure and the servicing of the public debt. The Government's

experience had, however, been rather different. Despite tax concessions during the first three years of independence the capital market, for various reasons, some basic and some less permanent, was unable to produce the sums required by the Government for development purposes. Unless the development programme itself was contracted to an extent that would materially affect the country's future development, the additional money required for financing it had to be found by taxation.

Revenue surpluses.- Mr. C.D. Deshmukh emphasised that there need be no ground for any fear that the ~~existing~~ existence of large revenue surpluses would deflect the Government from resorting to ~~another~~ other economy measures. In the first place, he stated, the surpluses were of the past and were unlikely to recur owing to a shortfall in sources of other kinds. The very fact that the surpluses were intimated for financing capital expenditures made it imperative ~~on~~ on the Government to explore all avenues for economy in normal expenditure.

Taxation problems.- As regards the question of taxation burden, Mr. Deshmukh said that the Government was committed to appoint a committee to go into the problem. The appropriate time should come and that would be decided upon by the new State Finance Ministers who would deliberate on this and allied problems.

He enumerated the measures adopted by the Government such as relaxation of export control and and reduction on abolition of export duties which were primarily meant for assisting the country's balance of ~~payments~~ ^{payments} ~~on~~ position, but had only fortuitous synchronisation with the slump. As regards credit facilities, he gave the assurance that the provision of adequate ~~credit~~ credit facilities for ensuring maximum production and genuine business activity was under constant review by the Reserve Bank and that everything would be done to see that the country's trade and industry did not suffer for want of adequate finance.

Food prices and subsidies.- Mr. Deshmukh defended the abolition of food subsidies which he felt, the country could not afford ~~to~~ the face of so many other demands for funds for financing productive schemes. Referring to the criticism of the Five-Year Plan, he said that the relatively low priority given to industrial expansion was attributable solely to the more urgent requirements of food and raw materials. The scope left to private enterprise ~~was~~, in his view, enough to absorb all the capital that was likely to be forthcoming in the next few years.

Foreign capital.- In the present state of the country's development it was better to attract as much equity capital as possible, if that did not

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involve any conditions injurious to economic development or established industries. "It is wise policy to allow industries set up by foreign capital to flourish without impediments so long as they function within the four corners of the general policy laid down by the Government".

Sales Tax.- While uniform Centrally levied sales tax might be ideal, he did not think that the State Governments would be prepared for such a measure. It might result in loss of revenues to the States and he, therefore, did not consider the time opportune for such centralisation.

Taxation of State's commercial activities.- There would be no difference between the Centre and the States in respect of taxation of industrial undertakings or as between the Government and private undertakings, except in case of public utility concerns. He illustrated this by citing the provisions made for income-tax payment by the Sindri Fertiliser Factory, a Government-owned concern.

Labour Welfare.- He thought it was late in the day to criticise labour welfare schemes. In formulating such schemes the Government took into account industry's ability to bear the additional burden. He said: "I cannot recall any occasion in the past when industry has not prognosticated dire consequences on the introduction of labour welfare schemes and I am not aware of any such gloomy forecast having proved correct". Given understanding and will and scientific management, industry's ability to bear the cost of labour welfare schemes was capable of further expansion.

(The Times of India, 10-4-1952)

29. International Co-operation.

India - April 1952.

Financial Assistance for furthering Economic Progress in Nepal: Indian Experts to Survey Projects.

The Government of India has agreed in principle to give financial help in the shape of a loan for furthering the economic progress of Nepal.

The exact amount and conditions of the loan will form the subject of separate negotiations when development plans are ready.

One or two experts of the Indian Planning Commission will visit Nepal to study available survey and project reports and suggest measures for the preparation and implementation of a co-ordinated programme of development. For the present the Government of India has agreed to finance the improvement of the Kathmandu airstrip. A request has also been received for the construction of a road from Raxaul to Kathmandu and the Kali Hydro-Electric Project. This is under examination.

A Nepalese Ministerial delegation which was in Delhi recently for negotiations with the Government of India also wanted to know how best India can assist the Government of Nepal in re-organising the civil administration. For this purpose a group of three or four Indian officials, with the necessary experience of various branches of administration, and two or three officials of the Nepal Government will survey the requirements of Nepal and make recommendations.

(The Hindustan Times, 26-4-1952).

Technical Aid to India: Agreement with United Nations signed.

The first technical assistance agreement between the United Nations and the Government of India was signed at the U.N. Headquarters on 4 April 1952.

The U.N. technical assistance programme consists of a \$1,392,000 programme for 1952, financed from the regular U.N. budget and the expanded programme ~~estimated~~ estimated at some \$ 6 million for 1952 financed by voluntary contributions ^{and} of \$ 20 million by member Governments.

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India has contributed to this account a sum of in local currency equivalent to \$500,000.

The services provided by the U.N. under the programme include the award of fellowships and scholarships in special fields of study, and assistance in general economic and industrial development.

(The Statesman, 5-4-1952).

New Zealand's Aid under Colombo Plan:
Foundation Stone Laid for All India
Medical Institute.

On 4 April 1952 Mr. J.T. Watts, New Zealand's Minister for Industries and Commerce, laid the foundation stone of the All-India Medical Institute at New Delhi. The Institute would be the headquarters of a scheme to raise medical standards throughout India. An offer of one million pounds by the New Zealand Government to India under the Colombo Plan has made it possible to get the scheme, under Government consideration for a long time, under way.

Describing the basic conceptions of the Colombo Plan, Mr. Watts said that the Plan was a sober and realistic endeavour to reach an ascertainable goal in the next five years and provide more food and other essential facilities to the people in the area.

He emphasised that the projects for various countries were their own work and not the conceptions of outsiders. New Zealand was contributing 3 million pounds in the first three years, after which the position would be reviewed.

Mr. Watts said that his country felt it most appropriate to be associated with the establishment of the Medical Institute because of their had always laid great emphasis on the provision of adequate health facilities and had a free health and medical scheme, practically universal in its scope.

Describing the objects of the Institute, Rajkumari Amrit Kaur, Health Minister, said that the Institute would be an all-India institute in the real sense of the term with branches all over the country. It was essential not only to lay down a uniform standard of medical education for the entire country but also to create within all limbs of the medical profession a feeling that they did not belong to any particular State.

The medical students, the nurses, the research scholars and the auxiliary personnel who would receive training both in urban and rural areas under the aegis of the Institute would be drawn from all over India on the basis of merit only.

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She added that the home environment of a person, conditions of work and maladjustments in family and community relations were contributory factors to ill health. It was, therefore, desirable that a study of social pathology in a broad sense of the term should receive much emphasis.

(The Statesman, 5-4-1952).

Distribution of proposed Community Projects under Indo-US Technical Co-operation Agreement: 360 Million Rupees to be spent in 16,600 Villages.

Community development projects covering about 16,600 villages inhabited by over 10 million people at a cost of about 360 million rupees have been sanctioned by the Planning Commission in its capacity as the Central Committee under the Indo-U.S. Technical Co-operation Agreement. The programme in 46 project areas and 19 development blocks spread all over the country will be undertaken immediately by the Central and State Governments.

The projects area comprises roughly about 300 villages with a total area of about 450 to 500 square miles, a cultivated area of about 150,000 acres and a population of 200,000. A project area is divided into three development blocks, each comprising of about 100 villages and a population of about 60,000 to 70,000.

Agricultural output.- In view of the urgent need of increasing agricultural production, the projects have been located largely in areas where on account of irrigational facilities or ~~assurances~~ assured rainfall, additional effort is likely to produce the most substantial results. The activities to be undertaken in these projects over all aspects of development, including agricultural and rural development, cottage and small-scale industries, education, health, housing, reclamation of culturable waste land, agricultural extension services, encouragement of village arts and crafts, animal husbandry and improvement and extension of communications.

Of the estimated cost of about 360 million rupees, the rupee expenditure is estimated to be about 240 million rupees while the remainder will be dollar expenditure for the import of capital goods and equipment. The financing of the projects will be largely in the nature of long-term loans to the State Governments.

Project distribution.- All the Part A States excepting West Bengal, all the Part B States, and Bhopal and Himachal Pradesh among the Part C States have been allotted community project areas.

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In the case of West Bengal, eight development blocks specially adapted to fill the need for rehabilitation of displaced persons have been allotted.

Madras and the Uttar Pradesh have been allotted six project areas each, while Bombay gets four project areas and one development block. Bihar, Madhya Pradesh and Punjab get four project areas. Orissa three project areas and Assam two project areas and two development blocks.

Hyderabad and Rajasthan each gets two project areas and one development block. Madhya Bharat and Travancore-Cochin two project areas each and Mysore Saurashtra and Patiala and East Punjab States Union get one project area each.

While Bhopal and Himachal Pradesh get one project area each. Ajmer, Bilaspur, Coorg, Kutch, Manipur and Vindhya Pradesh get one development block each.

(The Statesman, 29-3-1952).

34. Economic Planning Control and Development.

India - April 1952.

Reorganisation of Indian Railways completed:
Prime Minister inaugurated Three New Zones.

Reference was made at pages 23-24 of the report of this Office for June 1950, the Government of India's decision to regroup the Indian Railways into six zones of administration. The first step in this direction was taken when the Southern Railway comprising the Madras and Southern Maharashtra, South Indian and Mysore Railways was inaugurated on 14 April 1951 (vide page 21 of the report of this Office for April 1951). Six and a half months later followed the Central and Western Railways, the former consisting of the Greater Indian Peninsula, Nizam State, Scindia and Dholpur Railways and the latter the Bombay, Baroda and Central India, Saurashtra, Rajasthan and Jaipur State Railways (vide pages 20-21 of the report of this Office for November 1951).

The remaining three Railways, viz., the Northern, the North-Eastern and the Eastern, were inaugurated by the Prime Minister at a ceremony held at New Delhi on 14 April 1952.

The Northern Railway will be composed of the Eastern Punjab, Jodhpur and Bikaner Railways, the Allahabad, Lucknow and Moradabad Divisions of the East Indian Railway and the Delhi-Rewari-Fazilka section of the Western Railway. The area served by this system embraces Punjab, Delhi and Patiala and East Punjab States Union, a considerable portion of Uttar Pradesh and Rajasthan and a portion of Himachal Pradesh. Though not actually extending into Jammu and Kashmir territory, this Railway will be the State's major lifeline. The Northern ~~Indian~~ Railway will thus serve seven States of Northern India and shoulder the burden of the transport requirements of the entire Indo-Pakistan border from Pathankot in the north to Munabao in Rajasthan in the West. It will serve a number of important industries, such as sugar, cement, textiles, paper and tobacco.

The North-Eastern Railway will comprise the Oudh Tirhut and Assam Railways and a few small sections of the East Indian Railway.

The two constituent units of the Eastern Railways will be the East Indian and the Bengal Nagpur Railways. The East Indian Railway (route mileage 4,380), was one of the first three railways to come into existence in India, its history dating back to more than a century. The East Indian Railway runs through the rich coalfields of Bengal and Bihar and connects some of the most fertile regions of Uttar Pradesh and Bihar with the port of Calcutta.

The Bengal Nagpur Railway is the most important mineral line in the country, traversing as it does areas working coal, manganese and iron ore mines and linking these areas with the port of Visakhapatnam.

Prime Minister's address.- Mr. Nehru, in his address paid a tribute to the railways which had tided over one calamity after another during the last five years when it was least capable of carrying on even normal burden. It was an astounding and astonishing change, he said, that had taken place in the railways and "we as a people and as a Government have every reason to be proud of this work".

Mr. Nehru also made out a strong case for enlarging the scope of State enterprise which some people regarded as an encroachment on the preserves of the private individual. The Prime Minister declared the success of the railways as a State enterprise should ~~induce~~ induce the Government and the people of India to enlarge the scope of State enterprise in all public utilities, in the basic industries more especially, and gradually in others also.

Railway employees will not be affected:
Minister's assurance.- Mr. N. Gopalaswami Ayyangar, Minister for Railways and Transport, in the course of his address said that there was a certain amount of apprehension among certain staffs about largescale transfers and some nervousness about the effect of the present changes on their status, prospects and future. There was no justification for either the fear or the nervousness. He repeated the assurance already given that there would be no retrenchment on account of the regrouping nor any compulsory transfers of class III and class IV personnel and that every effort had been and would be made to ensure that the legitimate position and prospects of railway staff were protected. He added that the formation of larger administrations would open up avenues of promotion and of added responsibilities to labour which hitherto had not existed in the smaller units.

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36. Wages.

India - April 1952.

Minimum Rates of Wages fixed in certain
Central Government Undertakings.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Central Government has fixed minimum rates of wages for workers in the following employments: a) employees serving under the authority administering the port of Calcutta; b) certain classes of employees employed on road construction or in building operations and in stone breaking or stone crushing in ~~xxxxx~~ such portion of railways as are situated in the States of Madhya Pradesh, Bihar, Punjab and Delhi; c) contract labour employed by the Central Public Works Department in the States of Madhya Bharat, Mysore and Uttar Pradesh; d) employees of the oil press section of the Medical Stores Depots at Bombay and Madras; e) certain classes of workers employed in road construction and building operations in Cochin port; f) certain classes of employees in 52 cantonment Boards in India; g) certain classes of employees in Bombay Port Trust; h) certain ~~xxxxxx~~ category of employees in Delhi Transport Service; i) persons engaged in road construction or building operations and in stone-breaking or stone crushing in the Central Southern, Bengal, Nagpur, Oudh Tirhut, East Indian, Western and Assam Railways and portions of the Eastern Punjab Railway in the Patiala and Eastern Punjab States Union; j) persons employed on road construction or building operations and stone-breaking or crushing in Vizagapatam port.

Employees in the port of Calcutta.- Minimum rates of wages have been fixed for the clerical employees and certain skilled categories like draftsmen, tracers, etc., in the various departments of the Calcutta port administration. The monthly wages fixed ranges from 60 rupees for lower division clerks, typists, teachers, etc., to 180 rupees for stenographers. The cost of living allowance payable has been fixed at the following rates, adjusted at such intervals and in such manner as the Central Government may direct:-

Please see table on the next page.

On wages upto 50 rupees per month---	40 rupees per month
51 rupees - 100 rupees per month--	50 rupees "
101 rupees - 150 rupees per month--	55 rupees "
151 rupees - 200 rupees per month--	60 rupees "
201 rupees - 300 rupees per month--	65 rupees "

(The Gazette of India, Part II-Section 3, 22 March 1952, pp. 515-519).

Workers engaged in construction operations, and stone breaking in railways in the States of Madhya Pradesh, Bihar, Punjab and Delhi.- The all-inclusive minimum wages fixed for these categories range from: 7 annas per day in the districts to 1 rupee per day for adult male workers at Nagpur town and in Chandara and Balaghat districts; from 45 rupees per month or 1 rupee 12 annas per day for men workers and 1 rupee 8 annas for women unskilled labour to 4 rupees 8 annas per day or 110 rupees per month for certain skilled workmen in Punjab; and 1 rupee 4 annas for ~~xxx~~ adolescents to 4 rupees for rock-breakers. In Bihar the wages have been fixed at 1 rupee 12 annas or 45 rupees per month.

(The Gazette of India, Part II-Section 3 22 March 1952, pp.519-522).

C.P.W.D. Contract labour in Madhya Bharat, Mysore and Uttar Pradesh.- The following are the all inclusive minimum rates of wages of contract labour in the States of Madhya Bharat and Mysore employed by the Central Public Department:-

	RS. A.
Madhya Bharat (Indore)-	
(1) Mazdoor Man -----	1 4
(2) Mazdoor Woman -----	1 0
(3) Mazdoor Boy above 12 years-	0 12
Mysore (Bangalore)-	
(1) Mazdoor Man -----	1 8
(2) Mazdoor Woman -----	1 0
(3) Mazdoor Boy above 12 years-	1 0

In Uttar Pradesh, the all-inclusive minimum rate of wages fixed vary between 1 rupee 12 annas for a chowkidar and 12 rupees for a double bullockcart.

(The Gazette of India, Part II-Section 3, 22 March 1952, pp. 522-523).

Oil press workers in Medical Stores Depots.-
 The minimum wages and the cost of living allowance for employees of the oil press section of the Medical Stores Depots at Bombay and Madras are 35 rupees and 40 rupees respectively. The cost of living allowance is to be adjusted at such intervals and in such manner as the Central Government may direct.

(The Gazette of India, Part II-Section 3, 22 March 1952, p. 522).

Employees in Bombay Port Trust.- The minimum rates of wages fixed for the employees in various departments of the Bombay Port Trust vary from 30 rupees per month for menial staff like sweepers and lascars; 220 rupees for motor and diesel engine drivers. The cost of living allowance, which will be adjusted at such intervals and in such manner as the Central Government may direct, will be as follows:-

	Rupees per mensem
On wages upto 50 rupees -----	40
On wages between 51 - 100 rupees -----	50
On wages between 101 - 150 rupees -----	55
On wages between 151 - 200 rupees -----	60
On wages between 201 - 300 rupees -----	65

(The Gazette of India, Part II-Section 3, Extraordinary, 31 March 1952, pp. 467-471).

D.T.S. Employees.- The following table shows the minimum wages fixed for some selected categories of the employees of the Delhi Transport Service:-

Serial No.	Categories of employees	Minimum basic monthly wage
		Rs.
1.	Cost Accountant -----	200
2.	Senior Clerk -----	80
3.	Chief Traffic Inspector -----	130
4.	Driver - Grade I -----	49
5.	Mechanic -----	75
6.	Blacksmith -----	60
7.	Tinsmith -----	35
8.	Helper -----	30
9.	Financial Assistant -----	250
10.	Stenographer -----	80

The cost of living allowance fixed is the following: -

	Rs. per mensem
Upto 50 rupees -----	40
51 - 100 rupees -----	50
101 - 150 rupees -----	55
151 - 200 rupees -----	60
201 - 250 rupees -----	65

(The Gazette of India, Part II-Section 3,
Extraordinary, 31 March 1952,
pp. 471-472)

Construction work in railways.— Minimum wages have been fixed for workers engaged in road construction or building operations and stone-breaking or stone crushing in ~~railways~~ 8 railways. The following table shows the selected all-inclusive minimum rates of wages fixed for skilled, semi-skilled and unskilled employees in 3 out of the 8 railways:—

	Skilled Rs.As.	Semi-skilled Rs. As.	Unskilled Rs. As.
Central Railway---	3 12 (per day)	2 15 (per day)	2 8 (per day)
B.N. Railway-----	100 0 (per month)	60 0 (per month)	52 0 (per month)
Western Railway-	3 12 (per day)	3 0 (per day)	2 8 (per day)

As regards the Southern Railway, the all-inclusive minimum wages fixed vary between 12 annas for women unskilled workers in the metre gauge section to 2 rupees 8 annas per day for sawyers.

In the O.T. Railways an all-inclusive minimum wages of 1 rupee 4 annas has been fixed.

In the Assam Railway the all-inclusive minimum rate fixed is 1 rupee 12 annas per day for men and one rupee for women.

In the E.I. Railway, the all-inclusive rate ~~for~~ fixed for unskilled workers is 12 annas per day for men and 10 annas per day for women. Wages have also been fixed for various other skilled categories.

(The Gazette of India, Part II-Section 3,
Extraordinary, 31 March 1952, pp.
473-478)

Workers engaged in road construction and building operations in Cochin port.— The following are the minimum wages fixed for these categories of workers:—

	Minimum daily wages	Minimum monthly wages
Skilled workers-	Rs. A.	Rs. A.
Masons, Bricklayers and Stone cutters-----		
Selection Grade-----	2 5	60 0
I Class-----	1 14	50 0
II Class-----	1 8	40 0
Semi skilled-----		
Spade workers-----	1 5 6	35 0

The Cost of living allowance will be admissible at the following rates adjusted at such intervals and in such manner as the Central Government may direct:- In case of daily wages - 1 rupee 11 annas 6 pies for those whose minimum daily wages are 2 rupees and above and 1 rupee 5 annas 6 pies for those whose minimum wages daily wages are less than 2 rupees; in case of monthly wages- 40 rupees per month for those whose minimum monthly wages are not more than 50 rupees; and 50 rupees per month for those whose minimum monthly wages are more than 50 rupees. For unskilled workers the all-inclusive wages has been fixed at 2 rupees 2 annas per day for men and 1 rupee 12 annas per day for women.

(The Gazette of India, Part II-Section 3, 29 March 1952, p. 571).

Cantonment board employees.- Minimum wages have been fixed for the various classes of employees in the following 52 Cantonment boards: Jullundur, Meerut, St. Thomas Mount-Cum-Pallavaram (Madras), Ambala, Mhow, Clement Town, Landsdowne, Kirkees, Saugor, Khas Yol, Amritsar, Jhansi, Ahmedabad, Jutogh, Ferozepore, Shajahanpur, Kanaptee, ~~Barrackpore~~ Barrackpore, Delhi, Poona, Cannanore, Ahmednagar, Agra, Roorkee, Lucknow, Kasauli, Subathu, Fatehgarh, Allahabad, Denapore, Dehra Dun, Belgaum, Secunderabad, Jabalpur, Ramgarh, Bakloh, Dalhousie, Kanpur, Chakrata, Ranikhet, Aurangabad, Landour, ~~Pachmarhi~~ Pachmarhi, Shillong, Nani Tal, Deolali, Bareilly, Almora, Faizabad, Jalapahar, Wellington, Nasirabad.

(The Gazette of India, Part II-Section 3, 29 March 1952, pp. 571-577).

Construction workers in Vizagapatam port.- The wages fixed for the category of employees in Vizagapatam port range between 120 rupees per month of basic salary with a cost of living allowance of 50 rupees for overseers and 25 rupees per month basic salary and 25 rupees of cost of living allowances for unskilled women workers.

(The Gazette of India, Part II-Section 3, Extraordinary, 31 March 1952, p. 479).

Uttar Pradesh Minimum Wages Rules, 1952.

In exercise of the powers conferred by Section 30 of the Minimum Wages Act, 1948, the Government of Uttar Pradesh has published the Minimum Wages Rules, 1952. The Rules relate to the terms of office and other details relating to the staff, members and meetings of the advisory boards and advisory committees to be set up under the Act, procedure concerning disposal of business, summoning of witnesses and production of documents, ~~computation~~ and computation and payment of wages, hours of work and holidays and forms and registers to be maintained.

(Government Gazette of Uttar Pradesh, Part I-A, 5 April 1952, pp. 234-242).

Two Months' Basic Wages and 33 Bonus for 1950 For Ahmedabad Textile Workers: Industrial Court's Award.

The Industrial Court Bombay in an award dated 2 April 1952, has directed payment of bonus to the employees of 52 textile mills of Ahmedabad for the year 1950 at one-sixth of their annual earnings.

These 52 mills have made a profit of 65.1 million rupees in 1950. The monthly wage bill on account of basic wages for these mills was 5.9 million rupees. The bonus has been ~~is~~ calculated according to the following table:-

(In million rupees)	
Gross profits -----	65.1
Statutory depreciation-----	20.7
Balance--	44.4
Bonus equal to 1/6th of the annual earnings on account of basic wages	11.8
Balance	32.6
Income-tax at 6.95 annas in the rupee-----	14.2
Balance	18.4
Rehabilitation requirement-----	7.8
Balance----	10.6
Return of 6 per cent on paid-up capital-----	7.3
Balance	3.3
Return at 2 per cent on reserves employed as working capital----	3.0
Balance--	0.3

The Court has directed the payment of the bonus within six weeks of the publication of the award, subject to the following conditions:-

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(1) Any employee who has been dismissed ~~by~~ for misconduct resulting in financial loss to his employer shall not be entitled to bonus to the extent of the loss caused. (2) In the case of women who have been on maternity leave during the period referred ~~in~~ to, the actual maternity allowance drawn by them shall be included in their earnings for the purpose of calculating the bonus payable. (3) Persons who are eligible for bonus but who are not in the service of the mill concerned on the date of payment shall be paid within one month of their claims being submitted within three months of the publication of this award, provided that no such claim can be enforced within a month of the publication.

(The Bombay Government Gazette, Part I-L,
10 April 1952, pp. 1583-1592).

38. Housing.India - April 1952.Draft Madhya Pradesh Housing Board Rules, 1952.

In exercise of the powers conferred by section 3 of the Madhya Pradesh Housing Board Rules, 1952, the Government of Madhya Pradesh has published the draft Madhya Pradesh Housing Board Rules, 1952. The Rules, relate, inter alia, to the conditions of service of chairman and the various forms to be adhered to in implementing the Act. The draft will be taken into consideration after 1 May 1952.

(The Madhya Pradesh Gazette, Extraordinary
30 March 1952, pages 297-302)

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CHAPTER 4. PROBLEMS PECULIAR TO CERTAIN
BRANCHES OF THE NATIONAL ECONOMY.

INDIA - APRIL 1952.

41. Agriculture.

Standard of Living of Agricultural Workers:
Sample Survey of Conditions in U.P. Village*.

The report of a preliminary enquiry into the conditions of agricultural workers in the village of Khalispur in Uttar Pradesh has been published recently by the Government of India. Khalispur, a village in the Sagri Taluk of Azamgarh district is situated on the main Azamgarh Doharighat Road. Its distance from the Taluk headquarters is about 2 miles. The nearest railway station, Doharighat, is 16 miles away from the village. A kuchha road passes through Khalispur but it is impassable during rainy season. There are no modern transport facilities except cycles and bullock carts. The nearest Civil Hospital is situated at Azamgarh at a distance of about 3 miles from the village. The nearest Veterinary Hospital, Secondary Schools, Police Station and Mandi are at ~~Jax~~ Jianpur, a small town at a distance of two miles from the village. The nearest Post Office is located at Sagri. There is a primary school in the village. The system of land tenure in Khalispur is zamindari.

Population.- The total population of the village at the time of survey was 1,010, of which 248 were ~~about~~ ^{adult} men, 310 adult women and 461 children (below 15 years of age). There were 269 earners, of whom 200 were men, 60 women and 9 children. In addition, there were 46 helpers consisting of 35 men, 2 women and 9 children.

There were 202 families residing in the village of which 171 or 84.7 per cent were agricultural families and 31 or 15.3 per cent were non-agricultural. Of the 171 agricultural families, there were 12 families of non-cultivating and 111 of cultivating owners, 6 of cultivating tenants, 27 of attached agricultural workers with land held free of rent, 11 of attached workers without land and 4 of casual landless workers.

* Government of India: Ministry of Labour: Report on an Enquiry into the Conditions of Agricultural Workers in Village Khalispur in Uttar Pradesh. Published by the Manager of Publications, Delhi, 1952, pp. 97.

Size of family and earners.- The average size of the family was 5.0 persons for the village as a whole. Of this 1.3 were earners, 0.2 helpers and 3.5 dependants. Of the 1.3 earners 1.0 were men, 0.3 women and 0.04 children. The average size of the 42 agricultural workers' families was 5.2 with a standard error of 2.7 and coefficient of variation equivalent to 51.9 per cent. The average number of earners in the families was 2.3, the standard error and coefficient of variation of the earning strength being 1.1 and 47.8 per cent respectively.

The holdings in the village were small. Nearly 69.4 per cent of the holdings were below 2 acres. 17.3 per cent between 2 and 5 acres, and only 5.3 per cent of the holdings exceeded 10 acres. The distribution of holdings according to their size is given in the table below:-

Size of the holding	Cultivating owners	Tenants cultivating partly leased land and partly owned land	Agricultural workers	Non-agricultural	Total
(1)	(2)	(3)	(4)	(5)	(6)
Less than 2 acres -----	66 (44.0)	6 (4.0)	27 (18.0)	5 (3.4)	104 (69.4)
2 acres to 5 acres (less than 5 acres)-----	25 (16.7)	-	-	1 (0.6)	26 (17.3)
5 acres to 10 acres (Less than 10 acres)-----	12 (8.0)	-	-	-	12 (8.0)
10 acres and above-----	8 (5.3)	-	-	-	8 (5.3)
Total-----	111 (74.0)	6 (4.0)	27 (18.0)	6 (4.6)	150 (100.0)

Rate of wages.- There were two types of agricultural workers generally employed in the village, viz., "attached" and "casual" workers. The attached workers were generally allowed a monthly pay and a small plot of land free of rent. They were given free of cost dhotis, bandi, (jacket), blanket and other clothes on festive occasions in addition to perquisites like gur every day.

Only adult men and women were employed as attached workers. They were paid a monthly salary of 2 rupees or were given one bigha* of land free of rent and a

*

1 Bihga - 0.33 acres.

cash wage of 4 rupees per annum. The land yielded, on an average, an income of 15 rupees per month. The cost of cultivation including that of seeds was borne by the employer.

In addition to the land given free of rent, the attached workers were also paid daily wages for agricultural operations like sowing, irrigating, harvesting and threshing. As regards attached workers without land, they were paid daily wages for the operations specified above in addition to a monthly salary of 2 rupees and clothing worth 20 rupees per annum given as perquisites. For harvesting and threshing, 8 seers of harvested grains were allowed to men workers while 6 seers were allowed to women workers a day. For irrigating, a cash wage of 4 annas a day and 5 chhattaks* of gur worth 2 annas per day was paid. In sowing, in addition to 2 annas worth of gur, a certain quantity of grains, the average cash value of which was 20 rupees, was allowed per year to the attached workers. As for ploughing and other preparatory operations attached workers were allowed ~~either~~ either one bigha of land plus 4 rupees per year or 2 rupees per month and clothing worth 20 rupees per annum. In addition they were also allowed 5 chhattaks of gur worth 2 annas per day as perquisites. Women were employed mainly in sowing, harvesting and threshing. It was observed that daily wages of attached as well as casual agricultural workers, for the different agricultural operations were the same. The report points out that only women worked as casual agricultural workers in four ~~with~~ families as the men generally were employed outside the village and sent home remittances from time to time. It further states that these women workers were paid wages in kind for harvesting at the rate of 6 seers a day for the crop harvested, while for other operations (in which they worked for a few hours only) they were allowed only perquisites in the form of gur ~~worth~~ worth 2 annas a day.

Hours of work.- The hours of work were generally 10 a day in the different agricultural operations except for strenuous operations like ploughing and irrigating for which the hours of work were slightly less. Women workers were not employed for ploughing and preparatory operations.

Housing.- The houses of agricultural workers were made of mud and clay and did not contain enough living space for the family, being generally ill-ventilated as well. The houses of landholders were made of mud and bricks with pucca roofs.

* 16 Chattaks - 1 Seer - approx. 2 lbs.

Employment.- On an average, men workers were employed for 236 days in a year, of which agricultural operations provided employment for 206 days, while non-agricultural work accounted for 30 days per year.

Income and expenditure.- The average annual income per family in case of the families of attached workers with land, attached workers without land, and landless casual workers was 754.0 rupees, 488.3 rupees and 251.6 rupees respectively. Of these, work in fields for wages fetched 492.0 rupees, 430.2 rupees and 134.1 rupees or 65.3 per cent, 68.1 per cent and 53.3 per cent on the total income respectively. The other occupations in which they were engaged were grinding of wheat, sugarcane crushing and gur making, leather work, cattle grazing, load carrying, fodder and grass cutting, mango and wood selling, etc. The comparatively lower average income from work in fields in the village in the case of casual agricultural workers' families as against those of attached workers was due to the fact that all earners in the families of casual workers were women. Moreover, their average earning strength was 1.0 as against 2.5 and 1.9 of attached workers with and without land respectively. Further, the number of days for which the casual agricultural workers were employed during the year was 155 as against 40.3 and 413.1 days or 160.5 and 217.4 days per earner in the case of attached workers with and without land respectively. The average annual income per earner was estimated at 280.4 rupees with a standard error of 62.6 and coefficient of variation of 22.3 per cent.

The average annual expenditure per attached worker's family with land was 743.6 rupees while the annual income was 754.0 rupees. The expenditure on food was the highest being 87 per cent of the total. Clothing and footwear formed 6.5 per cent, fuel and lighting 0.3 per cent, house repair 2.2 per cent, and services and miscellaneous 4.0 per cent. The main items under the miscellaneous group were soap, tobacco, medicine, drinks and litigation. The average annual consumption expenditure per consumption unit for agricultural workers' families was 172.1 with a standard error of 40 rupees and coefficient of variation of 23.2 per cent.

The average annual expenditure per family in the different groups and the percentages to the total in the case of the different categories of agricultural workers' families are given below:-

Group	Agricultural Workers' Families		
	Attached with land held free of rent	Attached without land	Casual without land
Food -----	646.6 (87.0)	402.4 (85.7)	240.9 (95.7)
Clothing and footwear-----	48.6 (6.5)	42.7 (8.9)	2.0 (0.8)
Fuel and Lighting-----	2.0 (0.3)	1.8 (0.4)	0.7 (0.3)
House Rent -----	16.6 (2.2)	10.8 (2.2)	2.5 (1.0)
Services-----	5.8 (0.8)	6.0 (1.2)	1.3 (0.5)
Miscellaneous-----	24.0 (3.2)	17.2 (3.6)	4.4 (1.7)
Total-----	745.6 (100.0)	480.9 (100.0)	251.8 (100.0)

(Figures in brackets denote percentage to total expenditure).

The average annual consumption of cereals per family of attached workers with land amounted to about ~~37~~ 30.7 maunds made up of 18.9 maunds of paddy, 6.8 maunds of barley and 5.0 maunds of gram. The average annual consumption of cereals per family in respect of attached workers without land amounted to 17.3 maunds consisting of 11.0 maunds of paddy, 3.4 maunds of barley and 2.9 maunds of gram and in respect of casual landless workers' families the total quantity amounted to 11.2 maunds made up of 8.0 maunds of paddy, 1.6 maunds of barley and 1.6 maunds of gram.

Indebtedness.- Of the 42 agricultural workers' families 32 showed excess of income over expenditure while 10 showed excess of expenditure over income. Seventeen families, out of which 13 belonged to attached workers with land, were found to be in debt.

Co-operative society.- There is one consumer's society in the village which supplies Kerosene oil, sugar and cloth to the villagers. The distribution is made according to instructions received from the District Supply authorities and the District Supply Federation. After the allotted quota is sold to members the surplus is distributed among non-members as well.

The number of members is 161. Each member is a shareholder and the value of a share is 20 rupees. The amount is required to be paid within 5 years. The paid up capital is 1,613 rupees. The society is a multipurpose one.

The society does not receive any financial aid from the Government but all the concessions, viz., exemption from the payment of registration fee, safe custody of bags at sub-treasury or police station, non-payment of income-tax, etc., allowable under the Co-operative Societies Act, 1912, are available to it.

The villagers seemed satisfied with the working of the society.

The Mysore Tenancy Act, 1951 (No. XII of 1952).

The Mysore Tenancy Bill (vide page 29 of the report of this Office for April 1951) as passed by the legislature received the assent of His Highness the Maharaja of Mysore and has been gazetted as Act No. XII of 1952.

The Act seeks to regulate the law relating to tenancies of agricultural land and contains provisions for fixity of tenure and fair rent for the tenant.

(The Mysore Gazette, Part IV-Section 2-B, dated 17 April 1952, pp. 75-96).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS
INDIA - APRIL 1952

50. General

Conditions of Work in Indian Railways in 1950-51:
Annual Report of Railway Board *

The following information regarding the conditions of work of railway employees in India during the year ended 31 March 1951, is taken from the Annual Report of the Railway Board on Indian Railways in 1950-51.

General Review of working of railways.- The year under review disclosed a substantial improvement in the standards of railway working and in the financial results. There were certain set-backs but these did not affect the volume of rail traffic and the earnings. The pace of improvement in railway operation observed in the previous year was fully maintained. The pressure to raise operational efficiency yielded encouraging results and under several factors significant advances were registered during the year.

Gross earnings of all railways attained the highest level so far recorded. Taking comparable figures of Indian Government Railways (excluding the Jodhpur, Nizam's State, Eastern Punjab, Assam and Narrow Gauge of East Indian) fresh records were set up under many items - gross earnings, number of passengers, passenger miles, passenger earnings, ton miles, goods earnings and train miles. Some of these figures exceeded even those of the larger pre-partition railway system, namely, those relating to gross earnings, number of passengers, passenger earnings and freight earnings.

Gross earnings of all railways for the year 1950-51 amounted to 2646.1 million rupees, an increase of 2.4 per cent over the previous year. The increase is generally to be ascribed to the additional traffic handled under both passenger and goods. The earnings from passengers on all Indian Railways increased by 4.4 per cent and the earnings from goods traffic by 3.2 per cent over 1949-50.

*Government of India, Ministry of Railways (Railway Board). Report by the Railway Board on Indian Railways for 1950-51: Volume I. Printed by the Government of India Press, Calcutta, India, 1952, pp. vi x 122.

The gross traffic receipts of Indian Railways amounted to 2630.1 million rupees. After meeting all charges, including depreciation (300 million rupees) but excluding interest charges, the surplus on the results of working for the year amounted to 475.6 million rupees. In terms of the revised Convention, the amount of 325.1 million rupees, representing the dividend of 4 per cent on the capital invested out of General Revenues in the Railway undertaking, excepting strategic lines, was paid, leaving a balance of 150.5 million rupees which was allocated as follows: Development Fund 100.0 million rupees, Revenue Reserve Fund 50.5 million rupees. The comparative figures indicate that the volume of traffic moved under both passenger and goods was larger during 1950-51 than in 1949-50. Passenger miles during the year stood at 4.2 per cent higher than in the previous year, and the net ton miles increased by 6.1 per cent. The average lead of passengers remained the same as in the previous year, while that of goods increased from 278 miles in 1949-50 to 293 miles in 1950-51. Passenger traffic in 1950-51 set up a fresh record. On Class I Railways, excluding the Bikaner, Eastern Punjab, Assam and East Indian (Narrow Gauge), the passenger miles in 1950-51 amounted to 36,0002 million as compared with 13,359 million in 1938-39, an increase of 170 per cent, the highest level so far reached. The volume of goods traffic during the year on Class I Railways stated in terms of net ton miles, showed an increase of 6.51 per cent over the preceding year. Here also, the figures of Class I Railways, excluding the Bikaner, Eastern Punjab, Assam and East Indian (Narrow Gauge), touched a higher level than ever before.

Number of railway employees.- The total number of employees (permanent and temporary) on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto, excluding staff employed in construction, at the end of 1950-51 was 919,747 as compared with 896,166 at the end of 1949-50. The total route mileage at the end of the year was 34,079.

The total number of staff employed on the open line of Indian Government Railways increased from 858,271 in 1949-50 to 883,852 in 1950-51. The total number of construction staff during the year was 3,312 as against 2,753 during 1949-50.

The total cost of staff including that of staff on loan from the Indian Audit and Accounts Service increased from 1104.67 million rupees in the previous year to 1058.86 million rupees in 1950-51.

Recruitment to superior services.- Thirty-six appointments were made to the Superior Railway Services by direct recruitment during the year. Three promotions were made during the year from Class II and Class III Services. The promotions were against vacancies earmarked for the year 1947-48 which could not be filled during that year.

Confirmation of temporary staff.- In accordance with the undertakings given to labour and the general policy of Government, Railway Administrations are continuing to review all temporary posts with a view to converting them into permanent posts where justified and to confirming temporary staff to the extent this can be done in such posts, as well as in normal permanent vacancies. Orders have also ^{been} issued permitting railways to convert into permanent up to 75 per cent of the posts created for implementing the Adjudicator's Award. The position of conversion of temporary posts into permanent and the confirmation of temporary staff as on 31 March 1951 was as follows:-

Total number of temporary posts converted into permanent ...	88,260 *
Total number of temporary staff confirmed	172,103 *
Total number of temporary staff, excluding (i) staff under training and on probation, (ii) workshop staff with less than 3 years' service, and (iii) casual labour remaining unconfirmed	111,520
Number of temporary staff under training or on probation.....	23,288
Number of staff whose posts were not likely to be required permanently.....	34,366
Number of workshop staff with less than 3 years' service ...	16,981

* The figures are cumulative from 1 June 1948

In 1949, the railway administrations were asked to undertake retrenchment of staff in view of the difficult ways and means position of the Government, and to stop recruitment from outside as far as possible. During the year under review, out of the staff declared surplus as a result of job analyses, about 11,500 were absorbed in vacancies mainly arising out of the implementation of the Adjudicator's Award and only about 500 were retrenched. The majority of those who were retrenched either refused alternate employment or had very short service in the railways.

Labour relations.- The Report states that the relations between railway administrations and labour continued to be generally cordial during the year.

The Joint Advisory Committee which was set up in May 1948 concluded its deliberations in the month of December 1950. In all it considered over 3,800 representations submitted to it by unions and associations of railway employees as well as by individuals. The Committee framed 1,012 issues arising from all the representations and made suitable recommendations for the consideration of the Government. By the end of March 1951 orders of the Government had been issued to Railways on most of the recommendations of the Committee. The acceptance of the Committee's recommendations has benefited a large number of employees and the monetary value of the benefit is estimated roughly at twenty million rupees per annum.

Meetings were as usual held by the Railway Board during the year under review with the All-India Railwaymen's Federation and the Indian National Railway Workers' Federation. At their meeting held on 10 March 1951 with the Minister for Transport and Railways, the representatives of the All-India Railwaymen's Federation discussed their demands for the increase of dearness allowance and the question of referring to adjudication those points on which the recommendations of the Joint Advisory Committee or the orders of the Government of India thereon were considered by the Federation to be unsatisfactory. The representative of the National Railway Workers Federation also raised, among other points, the question of revision of pass rules, housing of staff, and regrouping of railways.

The question whether staff councils and such other bodies functioning on the Railways should be allowed to continue in their existing forms or be substituted by the Works Committees as provided for in the Industrial Disputes Act, 1947 and the Industrial Disputes Rules, 1947, remained under consideration during the year under review.

Loss of man-days due to strikes.- The total number of man-days lost as a result of strikes in workshops, running sheds and other similar establishments of the former Indian Government Railways during 1949-50 and 1950-51 was approximately 0.004 per cent and 0.121 per cent respectively of the total number of man-days worked, i.e., an increase of 0.117 per cent in the total number of man-days lost in 1950-51 as compared with the figure for 1949-50, the increase in the percentage of man-days lost being mainly due to large increases in the number of man-days lost on the Bengal Nagpur, Bombay, Baroda and Central India and Great Indian Peninsula Railways. The increase in

loss of man-days on the Bengal Nagpur Railway was mainly due to the workshop and shed staff of that Railway having struck work on several occasions as a protest against the alleged failure of the administration to redress their outstanding grievances, while, in the case of the Bombay, Baroda and Central India and Great Indian Peninsula Railways, the loss in man-days was mainly due to the workshop staff having struck in large numbers for one reason or the other and on one occasion in sympathy with the textile workers, who struck work in Bombay in September 1950. The number of man-days worked during the years 1949-50 and 1950-51 totalled 127,029,324 and 127,153,743 and the man-days lost owing to strikes amounted to 4,854 and 153,537 respectively.

The details of the total number of man-days worked during 1949-50 and 1950-51 and the number of man-days lost by railways in consequence of strikes are summarised in the following table:-

Railways	Year	No. of man-days worked	No. of man-days lost owing to	
			Legal Strikes	Illegal Strikes
Assam	(1949-50	18,133,321	---	1,017
	(1950-51	12,786,434	---	---
B.N.	(1949-50	8,742,891	---	1,261
	(1950-51	10,722,220	---	87,439
B.B-& C.I. ...	(1949-50	12,177,194	---	386
	(1950-51	14,314,627	---	21,682
E.I.	(1949-50	54,076,677	---	1,690
	(1950-51	54,063,884	---	1,769
E.P.	(1949-50	3,454,490	---	---
	(1950-51	3,624,084	---	---
G.I.P.	(1949-50	14,290,254	---	397
	(1950-51	13,829,893	1,241	40,247
M. and S.M.	(1949-50	6,592,700	---	49
	(1950-51	6,284,872	---	--
O.T.	(1949-50	5,188,596	---	--
	(1950-51	5,098,320	---	9
S.I.	(1949-50	4,328,603	---	54
	(1950-51	5,032,891	---	--
C.L.W.	(1949-50	134,598	---	--
	(1950-51	1,396,518	---	1,150
	(1949-50	127,029,324	---	4,854
	(1950-51	127,153,743	1,241	152,296

Working of the grainshops.- The statistics given below indicate the principal activities of the grainshop organization during 1950-51 as compared with the previous year. In regard to certain items, the information given below relates to the month of March only, as indicated.

(i) No. of Shops functioning-	March 1951
Static -----	294
Mobile-----	64
Total..	<u>358</u>

(ii) Number of staff served at the shops-	March 1951
At concessional rates-----	240,000
At controlled rates-----	283,000
Total..	<u>523,000</u>

(iii) Principal articles sold during the year-	1950-51
	(In maunds)
(a) Cereals-----	6,271,000
(b) Pulses-----	893,000
(c) All cooking oils-----	384,000

(iv) Price Cost of purchases of all grainshop articles during the year-----	Rs.	166,649,000
--	-----	-------------

(v) Total amount realized on sales.	82,937,000
-------------------------------------	------------

(vi) Loss during the year -	1950-51	Rs.
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(a) Direct price loss (on sales)---	78,523,000
--	------------

(b) Indirect loss (on staff, freight, etc.)-----	16,535,000
--	------------

(vii) Average cost of purchases per employee-----	March 1951	Rs.	As.
		33	15

(viii) Expenditure incurred by Railway ^{per} Employee-	March 1951
---	------------

(a) On sales-----	Rs.	As.
	27	11

(b) On all overheads-----	2	12
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(ix) Average relief per employees Zones-	March 1951	Rs.	As.
--	------------	-----	-----

Zone X-----	24	7
Zone A -----	26	4
Zone B -----	26	9
Zone C -----	28	6

Canteens.- The number of canteens on railways which served light refreshments and in some cases cooked meals for workers decreased from 69 to 66 during the year. The number of staff who patronized these canteens also decreased from an average of 63,000 per day to an average of 61,000 per day.

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A few canteens had to be closed down as they were not self-supporting.

Railway Service Commission.- During the year under review the Central Railway Service Commission recruited 8,826 candidates for appointment to Class III posts on Indian Railways. For this purpose the Commission held selection boards at the headquarters of the various Railways and also, as found necessary, at other important centres, such as, Lucknow, Ajmer, Agra, Gauhati and Nagpur. The major portion of the work of equating the posts and grades of non-gazetted staff of ex-Indian State Railways taken over by the Government from 1 April 1950 with those on the prescribed scales of pay with which the Commission had been entrusted, was also completed by them during this year.

Housing of railway staff.- During the year under review, 6,365 quarters were constructed on all Indian Railways. The number of quarters constructed on major railways is shown below:-

Railway	'A' type	'B' type	'C' type	'D' type	Total
Assam -----	906	178	10	7	1,101
B.B. and C.I. ---	607	10	-	-	617
B.N. -----	60	33	-	-	93
E.I. -----	726	140	9	3	879
E.P. -----	560	10	-	-	570
G.I.P. -----	571	-	-	-	571
M. and S.M. ---	381	66	-	-	447
O.T. -----	1,121	-	-	-	1,121
S.I. -----	47	-	-	-	47
Total..	4,979	437	19	11	5,446

In addition to these quarters, 1,887 'A' type, 244 'B' type, 244 'C' type and 63 'D' type quarters were constructed during the year at Chittaranjan for the staff of the Chittaranjan Locomotive works, making the total number of quarters constructed 8,969.

Progress in implementing the Adjudicators' Award 1
Practically all the additional Class III and IV staff required for implementing the Adjudicator's Award have been fitted in working posts and duty rosters giving effect to the reduction in the hours of work. Further, liberalized periods of rest have been introduced. Pending the issue of final orders on the

1
Adjudication by the Hon'ble Mr. Justice G.S. Rajadysa in the Trade Dispute between the Nine Indian Railway Administrations and their respective workmen, Vol. I, Report, published by the Manager of Publications, Delhi, 1947.

question of leave reserves as recommended by the Adjudicator, the Railways have adopted as leave reserves provisionally up to 10 per cent ~~of~~ and have provided necessary additional staff on this basis. The Railway Servants (Hours of Employment) Rules, 1951, have been revised, embodying therein the recommendations of the Adjudicator and fresh rules have issued as "The Railway Servants (Hours of Employment) Rules, 1951". The question of amending Chapter VI-A of the Indian Railways Act, 1890, in order to give statutory force to the Adjudicator's recommendations accepted by Government was under consideration.

Consequent on the taking over of the ex-Indian State Railways by the Central Government from 1 April 1950, it was decided to extend to the staff of those Railways the benefits of the Hours of Employment Regulations as modified by the Adjudicator's Award as an ex-gratia measure. The preliminary work involved in extending the benefits has been progressing, and the Nizam's State Railway, on which this work has been completed, was authorized to proceed with the extension of the benefits.

The absorption of displaced persons from Pakistan for whom 15,000 posts were reserved on the former Indian Government Railways was completed before it was decided that such reservation was ultra vires of the Constitution. The absorption of the Indian Nationals returning from Burma on grounds of alien nationality has been progressing.

Progress in implementing the recommendations of the Central Pay Commission.- By the end of the year 1949-50 the implementation of the recommendations of the Central Pay Commission on the Railways had been practically completed except in regard to the removal of the alleged anomalies in the application of the recommendations of the Pay Commission. As already reported, a Joint Advisory Committee, consisting of four labour representatives, four representatives of the Railway Board and an independent Chairman nominated by the Government, was set up in May 1949, to look into, and recommend remedies for these alleged anomalies. The Committee's deliberations were concluded in December 1950.

Work of the Medical Department.- Consideration of the general question of the policy to be adopted in regard to medical arrangements on Railways in future was still in progress during the year and the Railway Board decided as an initial step, to make arrangements for the reservation of a total number of 250 beds in tuberculosis hospitals and sanatoria in the country, for the admission and indoor treatment of tubercular cases among Railway staff, at the cost of Railway revenues. Out of this reservation, families of railway servants are also to be given beds when not required for railway servants.

The activities of the Medical Department during the year showed continued progress. On many of the Railways the number of beds was increased, the total addition to beds being over a hundred. Additional equipment such as electro-cardiogram apparatus, infra red lamp and ultra violet lamps was installed in some of the Railway hospitals.

As a result of the adoption of prophylactic measures, such as, regular distribution of paludrine and mepacrine tables to the staff and their families and anti-malarial measures, such as, spraying of quarters with D.D.T., oiling of ponds, draining of stagnant waters and removal of rank vegetation, the ~~incidence~~ incidence of malaria was on the decrease on many railways. The incidence of major infectious diseases such as cholera, plague and small-pox was also markedly low during the year.

A large number of railway employees availed themselves of the concessions granted under the revised medical attendance rules and were reimbursed the medical charges in terms of the rules. During the year two teams consisting of a doctor and health visitor sanitary inspector were trained at Nagpur in B.C.G. vaccination, and the vaccination work was started on one Railway, with a very encouraging response from the staff. On almost all Railways the health and maternity service centres continued to be well maintained.

Railway schools.- The position of schools on Indian Railways remained the same during the year under review. In view of the fact that provision of educational facilities is the responsibility of the State Governments, efforts ^{were} continued to be made to persuade the authorities concerned to take over the Railway schools. There has, however, been little progress in this direction as few of the State Governments are prepared to take over the financial responsibility. The future educational policy to be pursued by the Railways has also been under consideration. Certain proposals for expanding the present facilities so as to provide for children of railway staff posted in remote localities, etc., where normal educational facilities are not available, are under examination.

Savings schemes.- In addition to voluntary contributions to provident fund, the scheme of compulsory savings applicable to the staff in receipt of pay exceeding 250 rupees per month and the Savings Provident Fund (Railways) applicable to staff drawing 250 rupees and below continued to be in force during the year. The number of staff contributing under these schemes and the approximate amount collected this year were as follows:-

Scheme	No. of staff	Amount
(1) Compulsory Savings-----	13,000	Rs. 1,788,000
(2) Savings Provident Fund (Railways)-----	776,000	9,753,000

The Mines Act, 1952 (XXXV of 1952): Better Working Conditions for Mine Labour.

The Mines Bill, which was passed by the Parliament on 15 February 1952 (vide pages 61-62 of the report of this Office for February 1952) received the assent of the President on 15 March 1952, and has been gazetted as Act No. XXXV of 1952.

The Act which consolidates the law relating to the regulation of labour and safety in mines, provides, among other things, for shorter working hours, over-time pay and holidays with pay and generally strengthens the provisions relating to safety and health.

The Act will come into force on such date or dates as the Central Government may, by notification in the official gazette appoint, but not later than 31 December 1953. Different dates may be appointed for different provisions of this Act for different States.

(The Gazette of India, Extraordinary,
Part II-Section 1, 17 March 1952,
pp. 155-184).

Travancore-Cochin: Industrial Statistics (Labour) Rules, 1951: Data to be collected concerning Attendance, Employment, Hours of Work and Wages and other Earnings.

In exercise of the powers conferred by the Industrial Statistics Act, 1942, the Government of Travancore-Cochin has directed the ~~collection~~ collection of statistics relating to the following matters: attendance, employment, hours of work, and wages and other earnings.

The Government has also made the Industrial Statistics (Labour) Rules, 1951, which lays down the procedure to be followed and the forms relating to collection of labour statistics.

(The Travancore-Cochin Gazette, Part I-
Section IV, 25 March 1952, pp. 1-28).

U.P.: Standing Orders governing Working Conditions
of Sugar Factory Workers extended for Six Months.

In exercise of the powers conferred by section 3 of the U.P. Industrial Disputes Act, 1947, the Government of Uttar Pradesh has extended its order issued in October ~~1947~~ 1951 (vide page 40 of the report of this Office for October 1951) regarding the observance of the standing orders governing the conditions of service of workmen in sugar factories in the State, for a period of six months from 6 April 1952.

(Notification No.1521(ST)/XVIII(L)-202(ST)-51, dated 26 March 1952; Government Gazette of Uttar Pradesh, Part I, dated 5 April 1952, page 292).

55. Protection of Minors.

India - April 1952.

Indian Council of Child Welfare: New Body formed.

At a meeting of the Executive Committee of the "Save the Children Fund" held recently in Delhi, it was decided to form an All-India organisation ~~to~~ to promote child welfare in the country. The existing organisation of the "Save the Children Fund" is proposed to be taken over by the new body, called the Indian Council of Child Welfare.

Mrs. Hannah Sen, who was General Secretary of the "Save the Children Fund" ~~of the same name~~ will remain General Secretary of the new organisation, while Mrs. Rajen Nehru will work as the National Organising Secretary, to tour the country and help in the formation of State branches.

All existing institutions, engaged in child welfare, are expected to be affiliated to the Indian Council of Child Welfare, which in turn is likely to be affiliated to the International Union of Child Welfare.

(The Statesman, 17-4-1952).

Mysore: Employment of Children Rules, 1952.

The draft Mysore Employment of Children Rules, (vide page 42 of the report of this Office for January 1952) have now been approved and gazetted on 20 March 1952. The Rules made under Section 7 of the Employment of Children Act, 1938, regulate the procedure ^{relating to} of inspectors appointed under the Act and makes provision for the grant of certificate of age in respect of young persons in employment or seeking employment, the medical authorities which may issue such certificates, the form of such certificates and the manner in which such certificates may be issued.

(The Mysore Gazette, Part IV-Section 2-C, dated 20 March 1952, pp.115-116).

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56. Labour Administration.

India - April 1952.

Inspection of Mines in India: Report of the
Chief Inspector of Mines for 1949.

The following information relating to the working of the Indian Mines Act, 1925, is taken from the annual report of the Chief Inspector of Mines for the year 1949.

Number of mines.- During the year 1949, there were 908 coal mines and 1,143 mines other than coal mines at work which came within the purview of the Indian Mines Act. The comparative figures for the year 1948 were 897 and 1,000 respectively.

Number employed.- During the year 1949, the daily average number of persons working in and about the mines regulated by the Indian Mines Act was 421,159 as compared with 395,865 in the previous year. This figure includes 25,341 persons employed in the mines in the former States of Orissa and Madhya Pradesh which were not included in the figure for the year 1948, as those States had not then merged with India. If this figure is excluded, it will be observed that the total number of persons employed was 47 less than in the previous year. Of the 421,159 persons mentioned above, 166,906 worked underground, 101,229 in open workings and 153,024 on the surface. The number of men and women who worked underground, in open workings and on the surface was as follows:-

	Men		Women	
	1949	1948	1949	1948
Underground	166,906	157,386	-	-
In open workings	62,873	58,092	38,356	34,958
Surface	106,210	98,885	46,814	46,544
Total	335,989	314,363	85,170	81,502

If the figures for men and women, viz., 18,854 and 6,487 respectively, employed in the mines in the former States of Orissa and Madhya Pradesh which were integrated with India and figures for which were not included in the figure for 1948, are excluded, it will be seen that there was an increase of 2,772 or 0.88 per cent in the number of men and a decrease of 2,819 or 3.4 per cent in the number of women employed.

* Annual Report of the Chief Inspector of Mines in India for the year ending 31st Decemben 1949. Published by the Manager of Publications, Delhi, 1951. Price: Rs. 12-12-0 or 20 sh., pp. 250.

There is a downward trend in the number of women employed as is evident from the figures for the previous years given below:-

<u>Year</u>	<u>No. of women employed</u>
1946	101,700
1947	91,250
1948	81,502
1949	78,683*

* Excluding the figures for mines in Orissa and Madhya Pradesh States which were integrated with India.

The daily average number of persons employed in coal mines was 318,354 of which 12,943 persons were employed in mines in Talcher, Raigarh and Korea States which were not included in the figure for the year 1948. When the latter figure is excluded, it will be seen that there was an actual decrease of 2,852 persons or 0.92 per cent in the number of persons employed during the year 1949 in coal mines as compared with the previous year. Of these persons 60,714 were males employed in cutting coal, 37,836 were males employed as loaders and 54,000 were women. Although the number of persons employed in coal mines in 1949 actually decreased by 0.92 per cent, the quantity of coal produced in 1949 was really ~~at~~ 6.7 per cent more than in 1948.

A classification of the coal mines according to their size, as determined by the daily average number of workers employed during the year 1949, for three important ~~area~~ coalfields are given below:-

	<u>Number of mines employing</u>						T o t a l N o. o f m i n e s
	Less than 50 persons	50 to 150 persons	150 to 300 persons	300 to 500 persons	500 to 1000 persons	Above 1000 per- sons	
Jharia	156	118	81	35	30	38	438
Raniganj	110	71	56	37	27	28	329
Madhya Pradesh	3	10	15	13	6	11	60
All India	271	216	165	94	69	90	908

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The number of persons employed in metalliferous (including mica, stone and clay) mines was 1,02,805, consisting of 71,635 men and 31,170 women. A total of 12,408 persons employed in the Orissa and Madhya Pradesh States were not included in the figures for the year 1948. There was, therefore, an actual increase of 2,795 persons or 3.2 per cent in the number of persons employed as compared with the previous year.

The following table shows the average number of persons employed in the coal and other mines during 1949:-

<u>Name of mineral worked</u>	<u>Males</u>	<u>Females</u>	<u>Total</u>
Coal	264,354	54,000	318,354
Asbestos	138	176	314
Barytes	417	276	693
Bauxite	371	201	572
Clay mines	2,228	1,722	3,950
Chromite	630	269	899
Copper	3,392	213	3,605
Gold	78	-	-
Graphite	119	66	185
Gypsum	1,160	621	1,781
Iron ore	10,137	5,696	15,833
Lime-stone	8,144	4,759	12,903
Magnesite	2,116	1,220	3,336
Manganese	12,255	10,204	22,459
Mica	25,160	3,748	28,908
Steatite	436	205	641
Stone-mines	3,739	1,372	5,111
Miscellaneous	1,117	422	1,539
Total	335,989	85,170	421,159

Absenteeism.- Returns relating to the number of workers employed in coal mines on the day with the maximum turnout of workers in a week in February, specified for this purpose by the Chief Inspector of Mines, showed that on the selected day in February 1950, there were 372,885 persons either at work or those who were prevented from attending work. This figure is 54,531 more than the average number of persons employed in coal mines during 1949. Three of the important district comparisons are as follows:-

	Average daily Attendance	Attendance on selected day (absentees included)	Excess or shortage over average daily attendance
Jharia Coalfield	155,706	157,732	x 24,026
Raniganj Coalfield	105,019	126,773	x 21,754
Madhya Pradesh Coalfield	29,761	34,102	x 4,341
All India	318,354	372,885	x 54,531

Some of the percentages of absentees on the selected day are as follows: All mines from which returns were received 5.57; Jharia 3.38; Raniganj 5.37; Madhya Pradesh 7.70; and Bokaro 12.02.

Production during 1949.- The following table shows the output of certain minerals during 1949:-

Coal	29,855,964 tons
Bauxite	33,362 tons
Iron ore	2,746,506 tons
Manganese ore	550,406 tons
Gold	47 tons
Gypsum	44,299 tons
Kyanite	12,592 tons
Magnesite	86,417 tons
Chromite	9,043 tons
Copper ore	329,304 tons
Mica	112,166 tons
Limestone	1,979,544 tons
Stone	547,919 tons
Fire clay	88,379 tons
China Clay	28,191 tons
Ordinary Clay	4,735 tons
Slate	11,327 tons

Per capita output.- There has been much extraneous work in coal mines, which has really no direct connection with coal production, and it is, therefore, considered that the most equitable comparison of per capita output would be to give the output for coal-cutters and loaders employed underground and in open workings and for the total number of persons employed underground and in open workings as detailed below:-

Coal-cutters and loaders employed underground and in open workings.

All persons employed underground and in open workings.

	<u>1949</u>	<u>1948</u>	<u>1949</u>	<u>1948</u>
All India	264	246	157	145
West Bengal and Bihar				
Bihar	260	246	157	146
Assam	280	259	140	135
Madhya Pradesh	321	248	166	140
Orissa	327	210	97	128

Accidents.- During the year 1949, there were 227 fatal accidents in which 270 persons were killed and 46 persons seriously injured, at mines regulated by the Indian Mines Act, 1923, as compared with 272 persons killed and 48 persons seriously injured in 228 fatal accidents during 1948.

In addition to the fatal accidents, there were 1,524 serious accidents involving injuries to 1,558 persons, as compared with 1,270 serious accidents involving injuries to 1,295 persons in the previous year. It is to be noted, however, that figures for the previous year did not include accidents in mines in the former States which acceded to India and were merged in Orissa and Madhya Pradesh. The 'serious' accidents reported are those in which an injury has been sustained which involves, or in all probability will involve, the permanent loss or injury to the sight or hearing, or the fracture of any limb, or the enforced absence of the injured persons from work over a period exceeding twenty days.

The number of men and women involved in both fatal and serious accidents was 254 men and 16 women killed and 1,531 men and 74 women seriously injured.

The proportion of accidents in underground, open workings and on the surface and the death and serious injury rates per 1,000 persons employed were as follows:-

	Number of accidents		Number of persons killed		Death rate per 1,000 persons employed		Number of persons injured		Serious injury rate per 1,000 persons employed	
	Fatal	Seri-ous	Men	Wo-men	Men	Women	Men	Women	Men	Women
Underground	191	1104	226	-	1.57	-	1175	1	7.04	-
Open Workings	8	8	3	6	0.05	0.15	8	1	0.12	0.02
Surface	28	412	25	10	0.23	0.21	348	71	3.28	1.50

The death rate per 1,000 persons employed above and below ground was 0.64 as compared with 0.69 in 1948 and 0.64 in 1947. It was the lowest recorded death rate per 1,000 persons employed since the introduction of the Indian Mines Act in 1901 and the other years having the same death rates were 1905 and 1947. The average rate for the preceding 5 years was 0.77. At coal mines, the rate was 0.75 as compared with 0.82 in 1948. At mines other than coal, the rate was 0.30 as compared with 0.23 in 1948. The serious injury rate per 1,000 persons employed above and below ground was 3.70 in all mines as compared with 3.40 in 1948. At coal mines, the rate was 4.44 as compared with 3.98 in 1948, and at non-coal mines the rate was 1.40 as compared with 1.33 in 1948. The following table shows the total accidents in 1949 and 1948, analysed by ~~xxx~~ causes:-

	1948		1949	
	No. of fatal accidents	Percentage of total.	No. of fatal accidents	Percentage of total
Misadventure	165	72.37	157	69.17
Fault of deceased	24	10.53	16	7.05
Fault of fellow workmen	11	4.82	9	3.96
Fault of subordinate officials and staff	18	7.89	28	12.33
Fault of management	8	3.51	16	7.05
Faulty material	2	0.88	1	0.44
Total	228	100.00	227	100.00

Out of a total of 1,558 persons seriously injured there was no case of permanent total disablement; 48 persons were permanently partially disabled and 1,510 were only temporarily disabled. In addition, it was reported that 16,529 persons received minor injuries which necessitated enforced absence from work for a period exceeding forty-eight hours.

Health and sanitation: a) Asansol Mines Board of Health.- The Asansol Mines Board of Health held thirteen ordinary and six special meetings during the year. The health of the mining settlement was at a very satisfactory level. The death rate was 10.5 per thousand, the lowest during the last five years. The infant mortality rate fell from 95.8 per thousand births in 1948 to 82.0 per thousand births in 1949. There was an appreciable increase in the birth rate from 15.9 per thousand in 1948 to 18.5 per thousand in the year under review. The decline in death rate from fevers which include malaria was maintained, the

rates being 5.82 and 5.30 in 1948 and 1949 respectively, as against 7.97 in 1947. The activities of the Board included measures for control of malaria, cholera and leprosy and child and maternity welfare.

, Twenty-five beds at the Sanatoria Hospital of Messrs. Andrew Yule and Company Limited were subsidised from the Coal Mines Welfare Fund for cases from collieries in the Raniganj coalfield. This amenity was fully utilised because of the specialist service and X-ray facilities available at that hospital. The out-door department of the two Regional Hospitals of the Coal Mines Welfare Fund continued to function. In-door admission could not be arranged during the year as electric and sanitary installations were not completed.

b) Jharia Mines Board of Health.- During the year, the Jharia Mines Board of Health held 7 special and 12 ordinary meetings and two joint meetings with the Jharia Water Board. The estimated population of the Settlement was 608,306. The death rate was 7.60 per thousand as compared with 8.77 per thousand in the previous year. There was an increase in the birth rate from 19.96 per thousand in 1948 to 21.58 in 1949. The infant mortality rate decreased from 41.82 per thousand in 1948 to 33.67 per thousand in 1949. The standard of health was higher among the colliery population than the general population. ~~The death rate among the colliery population~~ The death rate among the colliery population was 3.49 per thousand during the year, as against 4.65 in 1948. The sickness rate among the colliery population was 7.64 per cent in December, the healthiest month of the year, and 13.36 per cent in August. Measures to control diseases like cholera and plague were also undertaken by the Board.

During the year, the Bihar Government enacted the Bihar Mining Settlement (Amendment) Act, 1949, to enable the Board to take up conservancy work on an extensive scale in urban areas by levying a latrine tax as is done in municipalities. The Board sanctioned a special sanitation scheme for Jharia which it was proposed to bring into operation from the beginning of the next financial year.

The total number of maternity and child welfare centres managed by the Board was 20, grouped in six circles, each in charge of a lady health visitor whose work was supervised by the maternity supervisor. During the year, the activities were extended to many new collieries and the scheme ~~now embraced covered~~ 92 collieries, as against 80 in the previous year.

Maternity Benefit in mines.- During the year 1949, a total of 819 inspections of mines was made by the three junior labour inspectors of mines in connection with the enforcement of the provisions of the Mines Maternity Benefit Act and Rules made thereunder. Of these inspections, 242 were made in respect of coal mines in the Madhya Pradesh and Assam by the ~~the~~ junior labour inspectors of mines, as the Coal Mines Welfare Commissioner did not have a sufficient number of inspecting officers to undertake this work.

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Almost all mines other than coal, ^{mines} in the province of Madhya Pradesh, Uttar Pradesh, Ajmer-Merwara, Madras, Bombay, West Bengal, Bihar and Orissa were inspected during the year under review.

Out of a total of 31,170 women employed in the mines during the year, 2,132 claimed maternity benefit. A total of 1,685 women were paid maternity benefits in full for an amount of 71,889 rupees. The total amount paid was 87,746 rupees.

Welfare Measures: Coal Mines Labour Welfare Fund.- During the year under review, the activities of the Coal Mines Labour Welfare Fund were concentrated on improving the various schemes already in operation. The provisions of the Coal Mines Labour Welfare Fund Act were extended to the coalfields of Talcher and Korea and the administration of the Act in these areas was taken over by the Coal Mines Welfare Commissioner. Assistant Welfare Inspectors have already been appointed for these coalfields. Welfare schemes to be introduced in these areas are under consideration.

The welfare cess continued to be levied at the rate of six annas per ton of coal or coke despatched by rail, but the proportion of allocation between the general welfare account and the Housing account of the Fund was fixed at annas two and annas four, respectively, during the year, as against the previous year's allotment of four annas eight pies and one anna four pies, respectively.

Hospital facilities.- The Central Hospital building at Dhanbad is nearing completion and the hospital is expected to start functioning shortly. The out door section of the four regional hospitals and the four maternity and child welfare centres continued to do useful work throughout the year. The indoor wards could not be brought into operation until January 1950, due to the unavoidable delay caused by the lack of water supply, electricity and sanitary fittings.

During the year, one X-ray unit at a cost of 25,000 rupees was supplied for use in the colliery hospital of Messrs. Shaw Wallace and Company at Barkui. The unit already supplied to the State colliery hospital at Giridih was in commission. Twenty-five beds in the Sanatoria hospital at a monthly recurring cost of about 5,000 rupees were reserved for the free treatment of miners. The Fund sanctioned a grant of 15,000 rupees to the Dhanbad Civil hospital for reservation of 25 beds for miners. The Fund continued to allot annual recurring grants to the Jharia Mines Board of Health and the Asansol Mines Board of Health of 43,176 rupees and 49,000 rupees respectively, for extended sanitary services in the coalfields of Bihar and Bengal ~~xx~~ respectively.

Anti-tuberculosis measures.- Government sanction for a tuberculosis survey involving an expenditure of 12,620 rupees has been obtained. The survey will be done in two selected centres in the Jharia and Raniganj coalfields during the year 1950-51. It has been decided to set up two regional offices in Jharia and Raniganj ~~xx~~ coalfields. Plans and estimates are under preparation.

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Anti-venereal disease measures.- Facilities are available for treatment of venereal diseases at the four Regional hospitals maintained by the Fund. It is proposed to provide improved facilities for the treatment of these diseases at the Central hospital at Dhanbad.

Anti-malaria operation.- Anti-malaria operations in the coalfields of Jharia, Raniganj, Hazaribagh, Pench Valley and Margherita continued as before under the control of the Director, Malaria Institute of India, Delhi. In addition to the annual recurring grant of a million rupees, the Fund sanctioned a further sum of 300,000 rupees for the scheme of intensification of malaria control in the Jharia and Raniganj coalfields.

Pit-head baths and creches.- Colliery owners have, so far, constructed 51 pithead baths and 91 are under construction. Besides collieries which do not come under the purview of the Pithead Bath Rules owing to their average monthly output being below 500 tons, 68 collieries have been granted exemption from construction of pithead baths under the provisions of the Pithead Bath Rules. Fifty-four creches have been completed and 82 are under construction.

During the year, a total sum of 49,257 rupees was paid to 14 colliery owners on account of subsidy for completing construction of pithead baths within the stipulated period, i.e. 31 December 1948. Payment of subsidy to some other colliery owners was under consideration.

Housing scheme.- A total of 1,566 miners' houses at Bhuli in the Jharia coalfield, have almost been completed. Out of these, 200 are ready for occupation as arrangements for temporary water supply and sanitation have been made. 146 houses have been occupied by miners already.

Kamin Kalyan Sanstha.- The Kamin Kalyan Sanstha, an organisation for the promotion of welfare among the women in the coalfields initiated in 1947 continued to work actively during 1949. The year was marked by steady progress in the expansion and intensification of the organisation's activities. Two centres at Bhagaband and Sripur had to be closed down, as it became necessary to relinquish the accommodation provided at those collieries. The loss was, however, more than compensated by the opening of six more centres, one in the Bokaro, three in the Jharia and two in Raniganj ~~and~~ coalfields, thus bringing the number of centres to a total of nineteen. Besides purchase and sale of aluminium vessels, the Sanstha procured raw materials and consumer goods to the value of nearly 4,000 rupees. The wages ^{paid} for knitting ~~paid~~ totalled 250 rupees this year, as against 110 rupees in the previous year. The total number of children and women attending the centres rose to 915 and 325 respectively. The mobile cinema was popular. As the canteen van had not proved very popular with the miners, it was decided to convert it into another mobile cinema.

Mica Mines Labour Welfare Fund.- The activities of mica mines welfare organisation in the State of Bihar included the grant of 10,000 rupees and reservation of 10 beds for mica mine labour in the hospital at Kodarma. The two dispensaries run by the Fund were ~~avail~~ availed of by miners in increasing

number. Mobile medical units, a mobile shop and a mobile cinema continued to function this year.

In Madras three dispensaries at Sydapuram, Kalichedu and Talupur have been functioning in the mining area. About one hundred patients per day are treated in each dispensary. Four maternity centres at Sydapuram, Utukur, Kalichedu and Talupur have been opened. About ten confinement cases per month are conducted in each maternity centre. The midwives go out on daily rounds to the neighbouring mines and visit expectant mothers and also give free baths to school-going children of mica labourers. Serious sick cases and victims of accidents are transported in the ambulance van free of charge. The medical officers also tour in the van, visiting patients at mines. As malaria was rampant in the mining area, paludrine tablets were distributed liberally to the labourers. Additional supplies of ~~strong~~ drugs and medicines needed for combating malaria were provided for the medical institutions. Spraying of D.D.T. emulsion was carried out at all the mines and in the neighbouring villages where the labourers reside.

Besides three wells were sunk to provide drinking water for mica miners. Radio sets were also installed for the benefits of workers in five centres.

Coal mines provident fund.- Upto the end of September 1949, a sum of 8,993,725 rupees has been collected by way of contributions under the Coal Mines Provident Fund Scheme. It is expected that with the application of the scheme to Assam and the merged States the sale of contribution stamps will amount to 5 million rupees per annum.

Labour associations in the mining areas.- Nine registered workers' organisations functioned in the mining areas during 1949. These were the following:-

a) The Indian Colliery Labour Union.- This union, registered under the Indian Trade Union Act, 1926, is affiliated with the Indian National Trade Union Congress, with Mr. M. John, M.L.A., as its President. The number of members on the roll at the end of the year was 17,559, the membership being composed mainly of skilled and unskilled manual labourers and clerical staff of collieries and coke plants. The rate of subscription varied from pies three to annas four per month per member. The Union assisted in amicably settling cases of compensation due to labourers under the Workmen's Compensation Act, and aid was granted to labourers in financial distress. Lantern lectures on Maternity, Children Welfare, Temperance, Hygiene and Safety-first etc. were ~~at~~ delivered by the Union.

b) The Indian Miners' Association.- The Indian Miners' Association, a ~~registered~~ registered trade union affiliated with the Indian National Trade Union Congress, has been functioning since 1920 with Mr. P.C. Bose, M.L.A. as its President. During the year under review, the Association conducted meetings, assisted members in securing dues in accordance with the Conciliation Board Award, engaged itself in organising primary education for workers' children and general education for workers. The membership ~~is~~ strength of this Association was about 10,000 the subscription rate being annas two per month.

c) The Bhulanberaree Coal Company Workers' Union.- The Bhulanberaree Coal Company Workers' Union is registered under the Indian Trade Union Act, 1926. The number of subscribing members at the end of the year was 983 and the total amount subscribed was 1,563 rupees. The Union supervised the running of two educational centres at which 100 students received tuition free of charge, and also directed its efforts to the removal of anti-social evils such as gambling and drinking.

d) The Lodna Workers' Union.- The Union is registered under the Indian Trade Union Act and is affiliated with the Hind Mazdoor Sabha. The number of members on the rolls at the end of the year was 4,625. With the exception of officers all categories of labour including technical and administrative staff at the collieries, labour and staff employed at the coke and tar plants are members of the Union. The rate of ~~subscrip~~ subscription is one rupee 8 annas per annum, the amount collected during the year being 6,937 rupees 8 annas. The Union assisted in the amicable settlement of disputes between labour and management and encouraged the labourers to send their children to the local primary school. Steps were also taken to discourage gambling and drinking and to counteract the black market by establishing co-operative stores in the locality for the benefit of the workers. Communal harmony was preserved amongst members and workers and means were taken to improve their moral status.

e) The Coal Mine Workers' Union, Giridih.- The membership strength of this Union stood at 7,000 during 1948. The Union ~~advocated~~ advocated a step-up production policy at Railway collieries in general and the Giridih group in particular whereby annual losses might be eliminated. Two Committees were set up, one for investigation of matters concerning labour at Railway collieries as a whole, and the other for enquiry into cases of non-payment of dearness allowance by contractors at the Giridih group of Railway collieries.

f) The Indian National Coal Mine Workers' Federation.- In pursuance of the policy of the Indian National Trade Union Congress to sponsor national-wide Industrial Federations, the representatives of all its affiliated unions in coal mines held a conference at Sodepur (Asansol) on 21 March 1949 and formed the Indian National Coal Mine Workers' Federation. About two hundred delegates representing the coal mine workers of Bengal, Bihar, Madhya Pradesh and Orissa attended. At that time, there were 22 unions with a membership of 40,703. Nineteen more Unions with a membership of 44,455 have since been affiliated, thus bringing the total membership to 85,158. Applications for affiliation of other Unions with a membership of approximately 25,000 were pending. The Federation hoped to cover the States of Assam and Hyderabad soon, and when this was accomplished, the Federation expected to be the most representative organisation of coal mine workers in India.

During the year under review, the Federation strongly advocated the establishment of a tribunal to correctly interpret certain disputed items in the Conciliation Board Award. A charter of demands for coal mine workers was prepared and the interests of miners especially in regard to payment of bonus and ration facilities were protected by the Federation. Strikes were avoided as far as possible as the Federation endeavoured to settle disputes amicably by means of arbitration. Among other activities Mr. R.N. Sharma and Mr. J. Pandey represented

the coal mine workers in India at the I.L.O. Industrial Committee on Coal Mining at Pittsburgh, U.S.A. Mr. R.S. Sinha, a member of the Working Committee, attended the conference of the Miners' International Federation at Amsterdam on behalf of the Federation. Affiliation with the International Federation was secured and Mr. M. John, Mr. Deven Sen, Mr. H.N. Shahstri and Mr. R.N. Sinha were elected to its executive on behalf of the Federation.

g) Bhowrah Colliery Workers' Union.— This Union, registered under the Indian Trade Unions Act, is affiliated with the Indian National Trade Union Congress. The number of subscribing members from July to December 1949 was 708. All categories of colliery workers, except managers and engineers are members of the Union. The rate of subscription is annas two only, the amount collected during the year being 88 rupees 8 annas. During the year under review, the Union directed its activities towards the amicable settlement of disputes with employers, necessary repairs to Dhowrahs, construction of compound walls, extension of water supply and electrification, training of workers in discipline and imparting primary education to the workers' children. The Union also held meetings with the object of impressing upon workers the undesirability of unnecessary strikes.

h) The Mugma Coalfield Workers' Union.— This Union registered under the Indian Trade Unions Act, 1926, is affiliated with the Indian National Trade Union Congress. The number of members on the roll at the end of the year was 3,600, the total amount collected during the year being 592 rupees 5 annas. The Union directed its energies towards establishing cordial relations between employers and employees and in obtaining amicable settlement of the labourers' demands. The Union introduced the labourers' attendance-card system at collieries with the object of avoiding differences between the staff and the labour on the question of bonus payments. Measures were also taken to encourage regular attendance among the labourers.

i) Koyla Mazdoor Panchayat.— This Panchayat was formed in April 1949 and is registered under the Indian Trade Unions Act. It is affiliated with the Hind Mazdoor Sabha and has a general council and an executive committee with Munshi Ahmed Din and Pinakin Patel, as its President and General Secretary, respectively. Among the activities of the Panchayat during the year under review were (1) a request to the Government to appoint an industrial tribunal to adjudicate new demands submitted by the Panchayat owing to what the Panchayat considered the inadequacy of the Conciliation Board Award and (2) a protest against employers' proposals to alter prices of rations and the rate of bonus. The Panchayat conducted a token strike on 7 November 1949. An education and research section was set up with the object of imparting education and investigating legal and economic problems as far as coal miners were concerned.

Inspection.— During the year, 1,452 mines were inspected, many of them being inspected several times, 4,731 separate inspections were made. The causes and circumstances of nearly all fatal accidents and serious accidents of importance, and all complaints of breaches of regulations and rules were investigated. Many inspections were made at the invitation of mine

owners, superintendents and managers desirous of obtaining advice on safety matters. In the major coalfields, a large proportion of the time of the Inspectors was occupied in investigating cases of actual or ~~imminent~~ threatened damage to dwelling houses and roads by reason of the underground working of coal mines, in dealing with underground fires, and in ~~examining~~ examining protective works against the risk of inundation. In addition, a large number of inspections of the sanitary conditions at mines were made by medical officers as Ex-officio Inspector of Mines.

(The report of the Chief Inspector of Mines for the year 1948 was summarised at pages 45-58 of the report of this Office for January 1951.)

CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - APRIL 1952.

62. Right of Association.

Right to Form Association: Madras Criminal Law Act invalidated.

On 31 March 1952 the Supreme Court held by unanimous judgement that section 15(2)(B) of the Indian Criminal Law Amendment Act, 1908 as amended by the Indian Criminal Law Amendment (Madras) Act, 1950, was unconstitutional and void.

Under the section the State Government has had the power to declare unlawful any association within the state.

Their lordships were giving judgement on an appeal by the Madras Government against the Madras High Court's judgement holding this section invalid. The appeal was dismissed.

History of case.- The case arose out of a Madras Government order dated 10 March 1950, declaring the People's Education Society an unlawful association.

The respondent, Mr. V.G. Row, who was the general secretary of the society, challenged the Act and the order purporting to be issued, as infringing the fundamental right conferred on him by article 19(1)(C) of the Constitution to form associations of unions. A full bench of the Madras High Court held the Act void and granted a certificate to the Madras state to appeal to the Supreme Court.

The State Government in its counter affidavit stated that "according to information received by the Government the society was actively helping the Communist Party in Madras, which had been declared unlawful in August, 1949, by actively utilising its funds through its secretary for carrying on propaganda on behalf of the party and that the declared objects of the society were intended to camouflage its real activities."

The Judgement.- Enunciating the principles for determining the "reasonableness of restrictions", their lordships observed in the course of the judgement: "The court should consider not only factors such as duration and extent of restrictions but also circumstances and the manner in which their imposition has been authorised. It is important in this context to bear in mind that the test of reasonableness, wherever prescribed, should be applied to each individual statute impugned, and no abstract standard or general pattern of unreasonableness can be laid down as applicable to all cases."

"The nature of right alleged to have been infringed, the underlying purpose of the restrictions imposed, the extent and urgency of the evil sought to be remedied thereby, the disproportion of the imposition, the prevailing conditions, should all enter into the judicial verdict".

Scales of values.- Their lordships continued: "In evaluating such elusive factors and forming their own conception of what is reasonable in all circumstances of a ~~case~~ given case, it is inevitable that the social philosophy and the scales of values of the judges participating in the decision should play an important part, and the limit of their interference with legislative judgement in such cases can only be dictated by their sense of responsibility, self restraint and sobering reflection that the Constitution is meant not only for people of their way of thinking but for all, and the majority of the elected representatives of the people have, in authorising the imposition of the restrictions, considered them to be reasonable.

"Giving due weight to all the considerations indicated above, we have come to the conclusion that section 15(2)(B) cannot be upheld as falling within the limits of authorized restrictions on the right conferred by article 19(1)(C)."

Right to form unions.- "The right to form associations and unions has such wide and varied scope for its exercise, and its curtailment is fraught with such potential reactions in the religious, political and economic fields that the vesting of authority in the executive government to impose restrictions on such right (without due judicial inquiry) is a strong element which must be taken into consideration in judging the reasonableness of restrictions; for no summary and what is bound to be a largely one-sided review by an advisory board, even where its verdict is binding on the executive government, can be a substitute for a judicial inquiry.

"The formula of the subjective ~~status~~ satisfaction of the government or its officers, with an advisory board, thrown in to review the materials on which the Government seeks to override a basic freedom guaranteed to the citizen, may be viewed as reasonable only in very exceptional circumstances and within the narrowest limits, and cannot receive judicial approval as a general pattern of reasonable restriction on fundamental ~~xx~~ rights".

Accordingly, their lordships dismissed with costs the appeal of the Madras Government.

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64. Wage Protection and Labour Clauses in
Employment Contracts with the Public
Authorities.

India - April 1952.

The Mysore Payment of Wages Rules, 1952.

The draft Mysore Payment of Wages Rules (vide page 36 of the report of this Office for November 1951) made under section 26 of the Payment of Wages Act, 1936 have now been approved and gazetted on 10 April 1952. The Rules provide, inter alia, for the regular inspection of the weights, measures and weighing machines used by employers in checking or ascertaining the wages of persons employed in any factory, and prescribe the registers to be maintained by the employer, the authority empowered to impose fines on employees, the procedure for the imposition of fines and the conditions subject to which deductions from wages may be made and the extent to which advance of wages may be made.

(The Mysore Gazette, Part IV-Section 2-C,
10 April 1952, pp. 147-161).

Mysore Payment of Wages (Procedure) Rules, 1951.

The draft Payment of Wages (Procedure) Rules, 1951 (vide page 36 of the report of this Office for November 1951) has now been approved and gazetted on 10 April 1952.

(The Mysore Gazette, Part IV-Section 2-C,
dated 10 April 1952, pp. 137-146).

The Draft Travancore-Cochin Payment of Wages
(Factories) Rules, 1952.

In exercise of the powers conferred by section 26 of the Payment of Wages Act, 1936, the Government of Travancore-Cochin has published the draft of the Travancore-Cochin Payment of Wages (Factories) Rules, 1952. The Rules provide, among other things, for the regular inspection of the weights, measures and weighing machines used by employers for the purpose of calculating wages, the registers to be maintained, the authority empowered to impose fines, procedure for the imposition of fines and the conditions subject to which deductions from wages may be made and the extent to which advances of wages may be made.

(Travancore-Cochin Gazette, Part I-Section IV
dated 18 March 1952, pp. 1-12).

66. Strike and Lockout Rights.

India - April 1952.

Delhi: Cotton Textile Industry declared as a Public Utility Service under the Industrial Disputes Act, 1947.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of Delhi has declared the cotton textile industry in the State to be a public utility service under the Act for a period of six months from 4 April 1952.

(Notification No.F 9(60)/50-Dev. dated 2 April 1952; The Gazette of India, Part III-Section 3, dated 12 April 1952, page 410).

U.P.: Cotton Textile Industry declared Public Utility Service.

In exercise of the powers conferred under the U.P. Industrial Disputes Act, 1947, the Government of Uttar Pradesh has declared the cotton textile industry and every undertaking connected with the manufacture and distribution of cotton textile to be a public utility service for the purposes of the Act for a period of six months with effect from 22 April 1952.

(Notification No.1638(TD)/XVIII(L), dated 5 April 1952; Government Gazette of Uttar Pradesh, Part I, dated 12 April 1952, page 307).

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68. Labour Courts.

India - April 1952.

Employers to provide Facilities to
Employees' Representatives: Bank
Tribunal's Ruling.

On 24 April 1952 the All-India Industrial Tribunal (Bank Disputes) sitting at Bombay decided to give "effective representation" to bank employees by giving all "reasonable facilities" to their representatives for coming to Bombay and for staying here for the relevant period of inquiry.

Mr. S. Panchapagesa Sastry, Chairman of the Tribunal, who delivered the judgment said: "There is no conceivable reason why they (employees) ~~would~~ should be asked to do so at their own cost.

"The ends of justice require that such representatives, as are allowed to come for the hearing should be provided with travelling and halting allowances. Otherwise there cannot be a real and effective inquiry ~~not~~ a genuine presentation of the employees' case".

Dealing with the employers' contention that the Tribunal had no power or jurisdiction to decide whether the bank authorities should provide for facilities of employees' representatives, Mr. Sastry said: "Fortunately the industrial tribunals have had no hesitation in rejecting the contention that they have no power and no jurisdiction. Section 11, Clause 7 is by itself sufficient to justify an order of the kind being passed. We have powers to pass an order even at this stage to direct the banks to meet the reasonable expenses of the workmen who come to Bombay to present their case and also to direct them to ~~not~~ treat such workmen as on duty. The employees ~~are~~ are comparatively poor and not so well organised".

(The Statesman, 25-4-1952).

* Cf. Pages 48 of the Report of this Office for January 1952.

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Disputes under Industrial Disputes Act
cannot be raised by Officers: Labour
Appellate Tribunal's Decision.

On 17 April 1952 a full bench of the Labour Appellate Tribunal of India sitting at Calcutta, decided that under the Industrial Disputes Act an industrial dispute could not be raised by in respect of an officer of an industrial or commercial concern, either by himself or by his workmen.

The Tribunal pointed out ~~that~~ the Act was intended for disputes between employers and their workmen.

The decision was given in connection with eight appeals by different banks and commercial firms.

(The Hindustan Times, 19-4-1952).

Burma: Industrial Court Rules, 1952.

In exercise of the powers conferred under Section 28 of the Trade Disputes Act, the Government of Burma had made the Industrial Court Rules, 1952; the Rules relate to the sittings of the Industrial Court, fees and allowances admissible to the members of the Court and representation by legal practitioners before the Court.

(The Burma Gazette, Part I, dated
5 April 1952, page 294).

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69. Co-operative and Participation of Industrial
Organisations in the Social and Economic
Organisations.

India - April 1952.

Works Committees to be set up in Central
Undertakings in Part B States:
Government's Order.

In exercise of the powers conferred under ~~the~~ Section 3 of the Industrial Disputes Act, 1947, the Central Government has ordered that every employer of an industrial establishment situated in any Part B State in which 100 or more workmen are employed or have been employed on any day within the 12 months preceeding the date of publication of the order, in any industry carried on by or under the authority of the Central Government (other than railways, mines, oilfield or major ports) shall constitute a works committee in the manner laid down in Part V of the Industrial Disputes (Central) Rules, 1947.

(Notification No. S.R.O. 666 dated 1 April 1952; The Gazette of India, Part II- Section 3, 12 April 1952, page 658).

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN
CATEGORIES OF WORKERS.

INDIA - APRIL 1952.

71. Employees and Salaried Intellectual Workers.

Annual Conference of Indian Federation of
Working Journalists' Association, Calcutta,
12 and 13 April 1952: Setting up of Press
Commission urged.

The annual conference of the Indian Federation of Working Journalists' Organisation was held at Calcutta on 12 and 13 April 1952. Mr. Chalapathi Rau, President of the Federation, presided. Dr. H.C. Mookerjee, Governor of West Bengal, inaugurated the conference which was attended by delegates from all over India. Messages wishing success to the conference were received, among others, from Dr. B.C. Roy, Chief Minister, West Bengal, Mr. R.R. Diwakar, Minister of State for Information and Broadcasting, Government of India, Mr. J. Taylor, President of the National Union of Journalists, London, Mr. Harry Martin, President, American Newspaper Guild and Mr. Sydney E. Pratt, General Secretary of the Australian Journalists' Association.

The conference, among others, passed a resolution urging the appointment of a Press Commission to go into the conditions of the Press in India with a view to improving its status and functioning.

The proceedings of the conference are summarised below.

Dr. Mookerjee's inaugural address: Trade unionism
praised.— Dr. H.C. Mookerjee in the course of his presidential address said that trade unionism in journalism was the logical corollary to the evolution of the production of the newspaper as an industry. Trade union activity was perfectly legitimate and they had every right to agitate for security of service, adequate wages, provident fund and pension, and conditions of work befitting the dignity of the profession and the heavy responsibilities they had to shoulder. No one could find fault with them for claiming what industrial workers had already secured with the active assistance of the State. He was sure

if they confined their activities within the bounds of legitimate trade unionism and represented their case properly to the Government, the latter would give them all the legislative and executive support they deserved.

Referring to the poor pay and the insecurity of tenure of journalists and also how newspaper-owners were able to use laymen writers who did not demand any fees, Dr. Mookerjee said that the practice of not paying the ordinary contributor was preventing many promising young persons from adopting journalism as a profession; non-payment also tended to lower the standard of the contributions.

Dr. Mookerjee told the working journalists that it was in the fitness of things that they had organized themselves to protect the rights, which the profession, by an unceasing struggle, had earned and to secure new rights and privileges which the new age had entitled them to claim.

Presidential address.- Mr. Chalapathi Rau in his presidential address urged working journalists to think actively of the problems facing the Press and express themselves firmly. He said that if they did that, neither the Government nor the proprietors, nor other interests concerned with the newspaper industry would be able to ignore their opinion.

Need of organising working journalists.- Speaking of the need of organising working journalists on a trade union basis, Mr. Rau said that conditions of working journalists had deteriorated in recent months and trade unionism alone could inspire hope in them. Mr. Rau added that while the difficulty of organising a class of people who took pride in their individuality and were devastatingly individualistic in their behaviour remained, he had no doubt that working journalists at large were convinced that the advantages of trade unionism did not deprive the profession of its social status or intellectual dignity. It was for working journalists to consider as conditions changed how far they should keep their organisation exclusive or how far they could consider themselves to be more effective by trailing behind a larger trade union front.

Setting up of Press Commission urged.- Suggesting the necessity of setting up of a Press Commission, Mr. Rau said that there was need for an organisation of newspaper proprietors, another of editors, and a third for working journalists. All these should be recognised and must play their part. But at this stage of their development, it was necessary for the freedom of the Press that there should be regulation

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5. both of its social and industrial aspects. It could not be an inquiry merely by the Government, by Parliament, by proprietors, or by working journalists. It had to be an inquiry by the public into the working of one particular public sector of life, an inquiry by laymen aided by experts. Only a thorough sociological study could offer guidance with regard to all aspects of the Press ranging from Press laws to working conditions. To the extent that the profession was represented on the Commission for the useful gathering of the necessary evidence, it might consist of all the interests, for if it was not to be a thorough and honest probe, its usefulness would be limited. The terms of reference of the Commission would have to be wide. He hoped that the Government would appoint a Press Commission as soon as the new Parliament meets and that the Parliament would take an interest in the matter.

Legislation favoured.- Suggesting legislation for fixing basic salaries and hours of work, for the provision of provident fund and insurance schemes, etc., Mr. Rau said that as long as there was no equality of opportunity or equality of bargaining power and as long as freedom meant only freedom for vested interests, legislation in certain matters would be welcomed by working journalists so that the Press might be enabled to perform its democratic function as a free forum and as an organ of public opinion. Mr. Rau criticised the Press Act. He also stressed the need for a code of ethics to be formulated by the working journalists themselves.

Secretary's Report.- Submitting his report before the conference, Mr. J.P. Chaturvedi, Secretary of the Federation, said that having adopted the constitution at its last meeting in Bombay (vide pages 62-63 of the report of this Office for April 1951), the main task that confronted the Federation was completion of the organisational structure. He said that there were strong journalist bodies in Bengal, Bombay, the Uttar Pradesh, Madras and Delhi. But there were other States and ~~and~~ important newspaper centres where there did not exist a single association, local or provincial. During this period, six more newly-formed journalists' associations joined the Federation. But one of the greatest handicaps in the ~~working~~ work of journalists' organisations had been that many of their workers had not been able to devote sufficient time to their respective units.

The Bombay Union of Journalists, Mr. Chaturvedi said, had to launch litigation against a paper which had been "responsible for hardship to a number of journalists", and the Federation promised it all support. The Federation had opened a legal advisers' bureau to help the needy journalists and more than a dozen members had availed of the services.

Provident fund.- The Federation also submitted two memoranda to the Company Law Amendment Committee to safeguard the interests of newspaper employees, especially journalists.

A deputation also waited upon the Central Labour Minister demanding that the journalists should be included in the scheme of compulsory provident fund. Unfortunately, the Central Government had not seen its way to include newspaper industry in the compulsory Provident Fund Act scheme.

Mr. Chaturvedi said that the Federation received an invitation from the International Organisation of Journalists at Prague to join their body. It was decided to keep the matter pending. An invitation had also been received from the Preparatory Committee of the International Congress of Journalists to be held at Brussels from 4 May this year. The Federation was also in constant touch with the American Newspaper Guild and the National Union of Journalists, London.

The Delhi Union took up the cases of a number of editorial employees and succeeded in retaining them in their jobs.

Rival unions.- Concluding, Mr. Chaturvedi said that journalists' organisations had to activate themselves and learn much from other trade unions before they could get contracts signed and implemented. Unfortunately, this lack of appreciation of the responsibilities of a trade union of journalists had resulted in the existence of rival unions in places like Punjab and Hyderabad. He regretted that political and other considerations had crept in these organisations which was doing them harm.

Representatives of different State associations also gave brief reviews of the work done by their unions.

T.B. Fund.- It was announced at the meeting that Messrs Birla Brothers had made a donation of 7,500 rupees to the Journalists' Tuberculosis Fund recently opened by the Indian Journalists' Association of Calcutta.

Resolutions: Inquiry into State of Press urged.- The Federation, by a resolution requested the Government of India to appoint forthwith a Commission in consultation with the Federation with regard to its constitution and terms of reference, to enquire into the conditions of the Press in India with a view to improving its place, status and functioning in the new democratic set-up.

The resolution suggested the following illustrative list of the lines of inquiry and examination for the Commission. (1) Improvement of the standards of newspaper production; (2) regulation of the relations of the various interests engaged in the production of newspapers with a view to raising the status of the workers and protecting their rights; (3) improvement of the conditions of working journalists and other employees in newspaper industry and in particular security of service, scale of wages and salaries, hours of work, provident fund, gratuity, etc., holidays, leave, sickness benefit, and application of general labour welfare laws to this industry; (4) training of journalists and Press workers; (5) need of co-operative ventures in order to promote the varied public interests through regional papers and for helping the growth of public life; (6) working of news-agencies in the country, both Indian and foreign; (7) growth of chain-newspapers, with their effect on the national well-being, popular education and the workers in the industry, and the need, if any, of legislation to deal with the existing chains in an appropriate manner and to prevent their growth in future; (8) financial condition of the Press during the last two decades, investments, profits and losses, success or otherwise of the enterprises, need of reorganising the basis as well as the functioning of such enterprises; (9) promotion of a newsprint-manufacturing industry in the country in order to satisfy its requirements fully; (10) possibilities of indigenous manufacture of cheap printing and composing machinery; (11) effect of publication of newspapers and periodicals by foreign agencies in India and the operation of foreign influence on the Indian Press; (12) the freedom of the Press and repeal or amendment of laws not in consonance with it; (13) examination of the laws relating to libel, contempt of court, etc.; and (14) a General Council of the Press representatives of all sections of the newspaper industry, and the public and Parliament.

Inquiry into conditions of working journalists.-

Pending a comprehensive inquiry by the commission, the Federation urged Parliament to order a separate inquiry forthwith into the conditions of working journalists with a view to improving them consistently with the directive principles of the Constitution and the rights of workers in a modern welfare State.

The Federation was of the opinion that all labour welfare laws in force and such laws as may be made hereafter, should be immediately made applicable to all working journalists without distinction of class, grades and the nature of work done.

Press Act.- The Federation fully endorsed the resolution of its Federal Executive Council opposing the recent Press legislation affecting the freedom of the Press and urged the new Parliament to repeal it forthwith.

Protection of rights.- The Federation noted with regret that the Company Law Inquiry Committee had taken no notice of the memoranda submitted on behalf of the Federation, demanding protection for the rights of employees of companies registered under the Indian Companies Act, in the course of their working as well as when they have gone into liquidation. It reiterated the views expressed in the memoranda and urged upon Parliament that, for the sake of healthy industrial development, it modify the present sections dealing with the rights of employees and add new ones where necessary. In particular their wages and salaries and other emoluments and dues should receive absolute priority in the settlement of claims in the event of liquidation.

Free access to news.- The Federation, having received complaints from some of its constituent units regarding difficulties in the way of gathering news by Press reporters and correspondents, requested the Government of India and the Governments of the States to direct their officials to recognise the universal principle of free access to news and the undesirability of impeding the work of journalists engaged in their legitimate work. It urged that restrictions in existence be withdrawn forthwith.

Accreditation of correspondents.- The resolution on this subject stated that the present system of accreditation of correspondents having proved extremely unsatisfactory should be discarded forthwith. The Federation was of the opinion that a new system should be formulated by the Central and State Governments in consultation with the Federation. Accreditation should be given only to correspondents who were real working journalists, and should be extended to freelance journalists who made their living mainly through journalism.

Unemployment.- The Federation viewed with alarm the deteriorating conditions of work in the newspaper industry in general, and the increasing volume of unemployment in particular. It considered that while there had been no small difficulty resulting from shortage of newsprint, this shortage was being freely used as an excuse to deprive workers of employment in order to safeguard and maintain proprietorial interests. The retrenchment that had been going on

1. Press (Objectionable Matter) Act, 1951 (Act No. LVI of 1951).

in the present scale, or that was being threatened, was not justified by the situation. The Federation recalled the promise of the Prime Minister to industrial labour that the Government would not tolerate the throwing of workers out of employment, and had noted his recent assurance on similar lines to railway labour in connection with the regrouping schemes. The Federation therefore decided that (a) there should be ample supplies of newsprint under proper regulation, (b) that employers should not resort to retrenchment, and (c) that the newspaper industry be treated on the same ~~line~~ footing as any industry declared to be a public utility service under the Industrial Disputes Act.

Fund to help journalists and their families.-

In order to enable the organisation to function more effectively, the Federation appealed to the profession and the public for a fund of 500,000 rupees. The Federation felt it necessary to conduct a periodical of its own to further its aims and objects, to put up a building in Delhi, and to start the nucleus of a fund to help such journalists or their families as may need monetary assistance.

Name changed.- The Federation decided to drop the word 'Organisation' from its name. It will henceforth be known as the Indian Federation of Working Journalists.

The Federation also decided not to register the Federation as such under the Trade Unions Act for ~~time~~ the present, but to have all the affiliating units registered under the Act. This decision was taken due to certain technical difficulties.

Decision not to affiliate with any international organisation.- The Federation decided not to participate in the ensuing Brussels conference of the preparatory committee of the International Federation of Journalists. It felt that it should not associate itself with the formation of a new international organisation or get itself affiliated to any of the existing ones at this stage.

New executive.- The Conference adopted a motion extending the life of the present Executive upto the end of May, by which time the new Executive would be elected.

(The Statesman; 13 and 14-4-1952;
The Hindu, 15-4-1952.)

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Annual Conference of Southern India Journalists' Federation, Madras, 19-20 March 1952: Trade Unionism not suitable for Journalists.

The fourteenth annual conference of the Southern India Journalists' Federation was held at Madras on 19 and 20 March 1952, Mr. N. Raghunatha Aiyar presiding. The conference was inaugurated by Mr. Sri Prakasa, Governor of Madras. Dr. M.V. Krishna Rao, Minister for Education and Information also addressed the meeting. The conference was followed by a seminar for mofussil correspondents. The Federation, among others, adopted a resolution inviting managements of newspapers and news agencies to accord immediate recognition to the Federation as the representative organisation of working journalists for purposes of negotiating salary scales, emoluments and conditions ~~and~~ of work of editorial employees, including correspondents working in the districts.

Presidential address: trade unionism not suitable for journalists. - Mr. Raghunatha Aiyar, in his presidential address, said that the condition of working journalists in the State was rapidly deteriorating. The middle class cost of living was oppressively high, but except for one or two papers which gave some sort of allowance - its value was more symbolic than substantial - proprietors as a body seemed to be profoundly oblivious of the fact. On the contrary the rising costs of newsprint came in as a handy excuse for giving no relief. The meagre and belated increments that had been recently sanctioned by one or two papers made little difference to the over-all picture which was one of gloom. Mr. Aiyar referred to the demand of the All-India Journalists' Federation for an early appointment of a Press Commission with comprehensive terms of reference and also for an enquiry of a more urgent if limited character into the conditions of working journalists (vide pages 61-62 of this report). He said that the Southern India Journalists' Federation had every sympathy with these demands and would welcome any move that was likely to prod the public and the Government into taking notice of the plight of journalists.

He, however, did not agree with the view that trade unionism would benefit working journalists. About 3,000 journals were published in India. Of these only 82 were members of the Indian and Eastern Newspaper Society, the proprietors' organisation to which members paid an annual subscription of 1,000 rupees.

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Even the All India Newspaper Editors' Conference which was really an ancillary body, with however the much smaller subscription of 100 rupees a year, had a membership of only 185. The total circulation of the papers represented on the Indian and Eastern Newspaper Society was about two millions - less than half of that of a single British newspaper, "The Daily Express". The total circulation of the other 2,800 odd journalists was less than half a million. On the other hand the bulk of editorial employees worked on these small papers, probably 8,000 out of a total of 10,000. How could one expect a paper with a circulation of a few hundred and with practically no advertisement revenue to pay three or four editorial employees wages which would compare favourably even with those of menials elsewhere? That was the crux of the problem which organisations that claimed to speak for editorial employees must squarely face. He had always said that, apart from other objections, trade unionism would not touch the problem of these unfortunates. These small and mostly poor and incompetent papers were scattered all over the country. Their owners were not and could not be organised in a representative body even if their employees could; and when that was the case how would any kind of collective bargaining be possible? And how could one hope to work out any graded scale of wages into which their bewildering variety could be fitted or expect any tribunal to enforce standards of payment which, however meagre, most of these papers would be unable to pay? The only solution might be to say that those papers which were unable to pay should close down. But would the journalists who stuck to these papers, because otherwise they would starve, be thankful to those who might propose such a solution?

The plight of the minority of journalists, employed on the hundred odd more or less stable and successful journals was of course not very much better. Of these about 60 were dailies (25 being printed in English) and 15 were weeklies. Some of the weeklies had large circulations but employed a much smaller regular staff, writers and sub-editors than daily papers did. Generally speaking it was the English papers, though fewer in number that employed more than the language dailies did and on the whole paid better. But judged by world standards average salaries even in the highest stratum of the Indian press were deplorably low. In England they ranged from six guineas a week for a young man on a country weekly who had just completed his training to fourteen guineas a week for juniors on a London national daily. Making every allowance for the difference in the cost of living, it would be seen that the remuneration of the working journalists in India, even under the most favourable ~~management~~ auspices, was deplorably low. But even here he could not see how trade unionism could help achieve results that other less spectacular methods could not. It was too often overlooked that in a country like Britain it was not trade unionism that had brought about the general rise in the standard

of living, though it had helped labour to claim its share in the national prosperity. Recently in his presidential address to the N.U.J., the trade union of the British journalist, the President had pleaded that "the weekly journalist particularly must come to be accepted in the community on a level with the parson and the schoolmaster, the doctor and the lawyer. That could happen only when the journalist and his wife, his sons and daughters could afford to live on a scale enjoyed by other professional men and their families". In other words, while the British journalist was paid far better than his opposite number in India, he would seem to be socially and financially speaking, no less depressed relatively to other classes with whom he had a right to compare himself. That of course, was no ~~extra~~ comfort to them in India. But in view of the exaggerated importance that was being attached to trade unionism he would like people to remember that the working journalists lot could not be transformed by mere organisational devices so long as the industry did not expand and grow in prosperity and strength.

Mr. Aiyar emphasised that editorial workers should organise themselves on professional, rather than trade union lines. The Federation would pin its faith in the old methods of agitation. The Press "lives by disclosure"; and the journalist could also help himself in the same way by ceaselessly drawing attention with all the circumstances of publicity to the work he did and the reward he was denied.

Mr. Aiyar referred to the emergence of newspaper chains and said that he felt that the feature was primarily a temporary one, due mainly to the boom during the war and chains were bound to diminish in ^{number} members and importance. Mr. Aiyar also pleaded for the repeal of the Press (Objectionable Matter)* Act of 1951*.

Annual report adopted. - Mr. V.K. Narasimhan, Secretary, presented the annual report for 1951-52. Twenty-six new members, including four life members, the report stated, were enrolled during the year. One more District Association, the South Kanara District Journalists' Association, joined the Federation as a corporate member raising the total number of affiliated district associations to seven.

The two most important resolutions passed at last year's conference**, the report said, called upon newspaper managements in Madras to take immediate action to improve the emoluments of journalists because of the mounting cost of living and suggested the setting up of a joint consultative machinery in each of the

* Act No. LVI of 1951.

** Vide pages 56-58 of the report of this Office for May 1951.

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newspaper offices "for discussing questions concerning salaries and service conditions and matters bearing on professional ethics". On neither of these resolutions had there been any response from the managements. Service conditions generally deteriorated during 1951.

The report said that the Executive Committee regretted that the proposal for the establishment of joint consultative machinery, which sought to establish nothing more than what the ordinary labour legislation aimed at for the industrial workers through the machinery of Works Committees, was dealt with by the newspaper managements as if it deserved no notice. For newspaper managements to remain indifferent to minimum demands of the profession as formulated by the Federation, which spoke with undoubted authority for members of the profession in South India, would be to prepare the ground for desperate courses which might not perhaps benefit the journalists but which would surely damage the future of the Press as an industry and as a public service.

Benevolent Fund.- Referring to the programme for the future, the report mentioned certain new directions in which the activities of the Federation could be extended. The Committee felt that as in the United Kingdom and elsewhere, a separate journalists' benevolent fund should be instituted for providing relief in cases of extreme distress. It was suggested that a start be made this year by allocating any surplus that might be left out of the conference collection to serve as the nucleus of the Fund. There was also a proposal to start language courses during the next year if a sufficient number of members came forward. The Committee believed that a programme of inter-change of journalists between the different States of India, financed jointly by newspapers and the Governments concerned, was essential for promoting that knowledge of each other which was vital to the building up of a common national consciousness which a national press represented.

The report also mentioned the working of the "South Indian Journalist" and the activities of the Press Club.

Resolutions: Appointment of Press Commission.- Taking note of the Prime Minister's statement in Parliament that he favoured the appointment of a Press Commission, the conference, while welcoming the proposal and expressing the hope that it would be implemented at an early date, urged that the Federation, as the representative professional organisation of journalists, should be consulted about the composition and terms of reference of the Commission.

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The President said that the proposed Commission would be a fact-finding one. But most of the ~~the~~ facts were already available. On the ground of finding facts, a rough-and-ready justice to the employees of newspapers need not be postponed. In the appointment of the Commission, the Federation had a claim to be consulted.

Provident fund for journalists.- The conference urged the Government of India to extend the benefits of the new Provident Fund legislation immediately to journalist employees. It invited newspaper managements, which had so far not instituted provident funds for editorial employees, to do so forthwith and to register existing funds which had not so far been registered. It drew attention to the unsatisfactory manner in which the existing provident funds in newspaper offices were being operated, since the employer's contribution might be withheld wholly or in part at the discretion of the employer, if at the time of his resignation or discharge the employee had not put in an "approved" term of service; it urged the Government to take suitable steps to amend the Law so as to make it obligatory on the part of the employers to pay their full contribution.

Working hours of night staff.- The conference passed a resolution urging newspaper managements in Madras to observe the uniform practice of calling for a deadline for news and enabling night staff to quit work at not later than 3 a.m.

Facilities for Pressmen.- The conference invited the attention of the Governments in India to the practice followed in most advanced countries of giving journalists the fullest facilities, including carriage free of cost or at substantial concession rates on public-owned transport, to undertake study tours in different parts of the country and urged that similar facilities should be provided to ~~x~~ journalists in this country.

It was suggested by a resolution that newspaper managements in India should arrange for inter-change of journalists within the country along the lines favoured by the Commonwealth Press Union in the matter of exchange of journalists between newspapers in different parts of the Commonwealth.

Retrenchment.- The conference noted with grave concern the increasing tendency on the part of newspaper managements to dispense with the services of experienced and senior persons at short notice on the plea of retrenchment and without adequate justification. It urged that retrenchment should not be resorted to

with a view to substituting lower paid juniors and that, when retrenchment was unavoidable, substantial notice should be given, in any case not less than four months, and that employees thus retrenched should be given first preference according to seniority when fresh recruitment became necessary.

Recognition sought.- The meeting adopted a resolution inviting managements of newspapers and news agencies to accord immediate recognition to the Federation as the representative organisation of working journalists for purposes of negotiating salary scales, emoluments and conditions of work of editorial employees, including correspondents working in the districts.

Election of Office-bearers.- Mr. Raghunatha Aiyar, of 'The Hindu', Madras, was elected President, Mr. V.S.G. Sarma, Mr. S.A. Govindarajan and Mr. Narana Doraikannan were elected Vice-Presidents. Mr. V.K. Narasimhan was re-elected Secretary.

(The Hindu, 20 and 21-4-1952)

73. Officials and Public Employees of National, Regional and Local Administrations, of Nationalised Undertakings or Undertakings Managed with the Participation of the Public Authorities.

India - April 1952.

Free Education upto III Form for Children of Non-Gazetted Employees: Madras Government's Decision.

The Government of Madras has decided that all its non-Gazetted employees as well as employees of all Local ~~Board~~ Bodies in the State, drawing a pay not exceeding 300 rupees per month will hereafter have to pay no school fees for their children studying in Elementary and Secondary Schools up to and including third form.

The Government has also decided that the children of non-Gazetted employees and employees in the Local Bodies getting 300 rupees and less per mensem studying in High-Schools, Forms IV to VI, will have to pay only half-fees.

This concession will not cover library, athletic and such other special fees levied for particular purposes.

(The Hindu, 27-4-1952).

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74. Indigenous Labour.

India - April 1952.

Development of Tribal Area: Planning Commission's Scheme.

A 30 million rupees scheme for the development of the north-east frontier tribal area of India has been prepared by the Planning Commission for the five-year period beginning 1951-52. The plan, which includes development of agriculture, forests, roads, education, medical and public health, aims to uplift the living conditions of nearly 800,000 of tribal people living in about 40,000 sq. miles of hill tracts in this part of the country. By far the largest expenditure has been earmarked for the development of communications as this area is particularly deficient in roads and its inaccessibility, to a very large extent, explains the backward condition in which the people live. In the proposed plan for the area, development of roads and communications would involve a total expenditure of 15.5 million rupees, constituting nearly 46 per cent of the total cost of the plan. Next in importance comes expenditure on medical and public health totalling 6.5 million rupees constituting nearly 24 per cent of the total. Development of agriculture including forests, veterinary services and sericulture would cost 5.1 million rupees or nearly 18 per cent of the total expenditure.

Considerable parts of the area still remain unsurveyed and unadministered and need immediate attention for development. Agriculture and livestock-rearing are the mainstay of the tribal people but in most areas these occupations are carried out haphazardly, bringing in a disproportionately low return. Due to ignorance primarily, most of the tribal people are unaccustomed to permanent cultivation methods and practise shifting agriculture in the form of shumming which results in the destruction of land and deterioration in food production.

The area is at present deficit in food production and the population has invariably to resort to alternative wild food, both in the form of plant and animal life. A general survey of the local conditions and experience gained about the temperament of the tribal people would, however, indicate that the area, though at present deficit, offers considerable prospect for increased production in the future. Some tribals have already attained high standard of production and can be classed as skilled agriculturists. Certain areas are fertile and capable of yielding surplus production ~~for the marketing of the~~ provided proper organisation for the marketing of the surplus can be arranged.

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At present, paddy forms the major crop of the area and it is also the staple food of the people, so long it is available. Millet and maize are next in importance and are grown extensively in the region. Wheat and barley are grown only in some localized areas where climatic conditions are favourable. Next ~~km~~ to cereals, the tribal people are accustomed to root crops such as kachu, sweet potato and yams which are cultivated. They are also found in the wild condition. In view of the backward^{ness} of the area, the Planning Commission has now allotted one development block to this area to be developed on the lines of the general pattern of community projects which will be implemented in various parts of the country.

Development of agriculture.- On agricultural development, the major programme covers the introduction of permanent cultivation in the form of both terrace and wet rice cultivation. Introduction of new and commercial cash crops, supply of improved varieties of seeds, training of agriculturists in improved manurial and cultural practices, supply of tools and implements form other important aspects of the programme. The existing sericultural activity in the area has to be promoted, and the plan makes a provision for setting up a fully equipped central farm at Posihat. In view of the future possibilities of sericulture among the tribal people, it is also considered necessary to provide for demonstration and seed-supply centres in the area.

Development of forests, including education and training of rangers and research and development of forest products, forms an integral part of the plan.

Communication.- In the road development programme, it is contemplated to build nearly 1,400 miles of road in the Mishimi Hills, Abor Hills, Supansiri area, Sela sub-agency, Tirap Hills and Naga Hills.

Development of health services.- Development of medical and public health services includes opening of 10 hospitals and 30 dispensaries, education and training of students, appointment of malaria and vaccination staff and supply of drugs and medical instruments. It also includes the establishment of a leper colony.

Education.- Expenditure on education includes ~~the~~ opening of primary and secondary schools, both of the middle and high standard, and also vocational-training schools. Emphasis is laid on the establishment of technical schools which are proposed to be opened in each of the six sub-divisions in the area.

Substantial Autonomy to Tribal People conferred:
Garo Hills District Council inaugurated by Assam
Chief Minister.

On 14 April 1952, the Chief Minister of Assam, Mr. Bishnuram Medhi, inaugurated the Garo Hills Autonomous District Council. The Garo Hills Council is the first among five autonomous Councils formed under the sixth schedule of the Indian Constitution to be inaugurated.

Inaugurating the Council, Mr. Bishnuram Medhi declared that the constitution conferred on the tribal people of the hills a large measure of autonomy in the management of their day-to-day affairs to enable them to live freely and develop their culture and customary administration with their own cherished desires and aspirations without the least interference from outside.

Powers vested in Council.- Referring to the wide powers for local administration vested in the Council under the sixth schedule which was a special feature of the constitution, the Chief Minister ~~said~~ assured the fullest help and support and sympathy of the State Government in solving the many problems facing them. He also assured that as enjoined in the constitution every effort would be made to prepare and implement schemes for development ~~and~~ of tribal areas as speedily as possible.

Economic disruption.- Referring to the economic disruption in the life of the people of Garo Hills (which borders Pakistan) as a result of partition, the Chief Minister said that the Garos in the border areas lost their age-old markets in ~~the~~ Pakistan and many restrictions had been imposed on trades and movement of goods across the border. Until communication s were fully developed and proper facilities for transport of the produce in the border areas to the markets in the plains of Assam were afforded, the ~~present~~ position would not improve much.

The Chief Minister said the urgency of constructing a net work of roads in the Garo Hills would be impressed on the Finance Commission when ^{visits} ~~visits~~ Assam. Efforts were also being made now to develop an ~~air~~ strip in the border area to transport some produces in these areas to Calcutta and elsewhere. An effective system of communication was also needed to utilise the vast coal and limestone resources in the district. The Chief Minister urged the Garos to grow varieties of cotton other than short staple (which was abundantly grown in Garo Hills) so that ~~these~~ could be easily marketed inside the country.

Resettlement of Aborigines: Hyderabad
Government sanctions 250,000 Rupees.

The Government of Hyderabad has sanctioned ~~250,000~~ 250,000 rupees to help resettle some ~~700,000~~ 700,000 of aborigines including the Koyas and Gonds in Warangal district.

In the first instance it is planned to rehabilitate 1,650 Koya families on the banks of Pakhal, Lakaveram and Ramappa Lakes. The Government also ~~proposes~~ proposes to bring under cultivation about 12,500 acres of land. The lands comprise not only those belonging to Government but also some which are the property of absentee landlords. Realising the importance of these hill tribes, some of whom were being exploited by anti-social elements, the Government of India has sanctioned 200,000 rupees ~~to~~ to expand the tribal welfare work in the State.

On 11 April 1952 an official of the State Government, reviewing the work so far done by the Social Service Department in rehabilitating the aborigines said at Hyderabad that 1,200 Koyas assembled from a dozen scattered hamlets had been settled in the 50-acre Asoknagar colony near Pakhal lake. To provide land for residents of this colony 4,000 acres of forest ~~has~~ has been cleared. Very soon each family would be the owner of three acres of wet land and six acres of dry land. Agriculture loan was being granted for the purchase of ploughs, bullocks, seeds, manure and implements. At the same time employment was being provided for them on forest clearance and road buildings. Young Koyas were being recruited for the police.

During the last two years in Yellandu and Mulug talukas alone 25 acres of land had been distributed to 2,000 families. Free supply of timber, grazing fields for cattle, training of cottage industries and crafts were some of the benefits given by the administration to achieve its object of Koya uplift. Koyas were being employed as village officers and forest guards.

He added that the Government had decided to take up two new schemes for the rehabilitation of 4,000 Chenchus, at Aminabad. A beginning in Lambada welfare had been made at Turur in Mahmabad taluk in Warangal district. In the northern district of Adilabad 160,000 acres had been allotted to the Gonds.

As regards Scheduled Castes who number 3.1 million, the Government had passed a legislation abolishing untouchability in any form and removing all social disabilities. A fund amounting to 10 million rupees had also been ~~started~~ started to meet the social necessities of the Scheduled Castes. (The Hindu, 12-4-1952).

CHAPTER 8. MANPOWER PROBLEMS.

INDIA - APRIL 1952.

81. Employment Situation.

Employment Exchanges: Working during February 1952.

Employment situation.- According to the report of the Directorate of Employment Exchanges for February 1952, the work of the exchanges increased slightly after reduced activity in January 1952. More employers used the exchanges, more vacancies were notified, more registrations were effected, more applicants were submitted and in consequence, a few more registrants were found jobs. The number of women to enter the employment market increased by over 1,600. The employment situation in general in the country was static. Some reports indicated that shortage of raw materials had caused some unemployment. To a large extent activity in public works appeared to provide the only fresh avenue of employment opportunity. Normal wastage and seasonal demands occurring in both the public and private sectors provided most of the 31,000 vacancies which were filled. The ~~creation~~ recreation of new employment, though expected in certain areas, was not yet evident.

A shortage of stenographers, typists, draughtsmen and trained teachers continued to be reported by many exchanges, while clerks, unskilled office workers and untrained teachers were reported to be surplus to requirements by a number of exchanges.

Registrations and placings.- The following table shows registrations for employment and placements during February 1952 and ~~January~~ January 1952.-

	February 1952	January 1952
Registrations-----	106,180	97,824
Placements -----	31,967	30,854

Of those registered, 9,687 were displaced persons, 6,571 ex-Service personnel and 1,873 discharged Government employees. Registrations during the month recorded an increase of 8,356 as compared with the preceding month. All the Regions except Bombay, Hyderabad and Madhya Pradesh showed an increase. The rise in registrations was marked in Madras (4,686), Uttar Pradesh (1,860), Bihar (1,790), West Bengal (1,530) and Punjab (1,375). Exchanges in Bombay Region, on the other hand, showed a decline of 2,728.

Of those placed 1,816 were displaced persons, 1,196 were ex-Service personnel and 838 discharged Government employees. 19,810 were placed with private employers and 12,157 in Central and State Government establishments. There has been an overall increase of 1,113 in placings as compared with the previous month. Increase in placings was comparatively large in Madras (1,891), Punjab (731) and Madhya Pradesh (186). Employment exchanges in Bombay, Bihar and Assam regions, on the other hand, showed a fall of 844, 393 and 258 respectively during the month under review.

Placings by wage groups.- The following table shows the placings classified by wage groups.-

Wage group	Number placed
101 rupees and above-----	1,807
61 rupees to 100 rupees-----	7,972
30 rupees to 60 rupees-----	21,214
Below 30 rupees -----	974

Vacancies notified and submissions.- The number of vacancies notified by employers during February 1952 was 36,706 as compared with 34,830 during January 1952, that is, a rise of 1,876. Of the vacancies notified 15,003 were by Central and State Government establishments and 21,703 by private employers. There was an increase of 760 and 1,116 respectively in the Government and private sectors as compared to the previous month. The rise in vacancies notified was marked in the regions of Madras (2,047), Punjab (694), Delhi, Ajmer and Rajasthan (471) and Uttar Pradesh (435). On the other hand, there was a fall in vacancies notified in the regions of Bombay (549), Bihar (531), West Bengal (424), Orissa (213) and Assam (164). The number of persons submitted to employers during February was 75,934 as compared to 67,711 during the previous month. The number of employers who used the exchanges during February was 5,547 as compared to 5,372 during January 1952. Of these 48.8 per cent were private employers.

Employment of highly qualified applicants.- The employment exchanges registered 755 applicants of the Appointments' Branch Standard (persons possessing high technical, scientific or professional qualifications and supervisory or administrative experience) of which 104 were placed.

Placing of Scheduled Caste and tribal applicants.- The number of Scheduled Caste applicants registered by the employment exchanges during February 1952 was 10,729 as against 10,136 in January 1952, of whom 4,461 were placed in employment during the month under report. Among those placed, 1,054 were placed in Central Government vacancies, 1,105 in State Government vacancies and 2,302 in other vacancies.

The number of Scheduled Caste applicants submitted to employers during the month was 7,793. 277 vacancies reserved specifically for Scheduled Caste applicants were notified to employment exchanges during February. This was an improvement over the previous month. At the end of the month, 28,080 Scheduled Caste applicants remained on the live registers of exchanges, of whom 990 were women.

The number of applicants belonging to scheduled tribes registered by the employment exchanges during February 1952 was 1,276 as against 1,032 in January 1952. 651 such applicants were placed in employment during February 1952. The employment exchanges in Bihar region registered 1,105 such applicants and placed 628 in employment during the month under report. Three vacancies reserved specifically for scheduled tribes were notified to exchanges. 1,604 scheduled tribe applicants were on the live registers of the Exchanges at the end of February 1952.

Placings of women.- For the second month in succession, the work done by the employment exchanges in respect of women applicants showed a steady increase; 6,285 women were registered and 3,951 placed in employment during February 1952 against the corresponding figures of 4,092 and 2,344 relating to the previous month.

Vacancy and labour clearing.- During the month under report the Vacancy Clearing Machinery was utilised to fill 693 local vacancies by obtaining applicants from other exchange areas as against 285 vacancies filled in this manner during January 1952. Karnal, Delhi, Ferozepore and Madras filled 266, 132, 62 and 20 such vacancies while Ambala, Rohtak, Amritsar and Calcutta supplied 317, 68, 47 and 29 applicants respectively against vacancies in other areas.

208 fresh vacancies (as compared to 712 in the last month) were received through the Regional Employment Co-ordination Offices and employment exchanges and were circulated on all-India basis. The total number of vacancies under circulation on 29-2-1952 was 1,427 as compared to 1,483 at the end of January 1952. In addition to this, 60 vacancies of lower division clerks in the Defence Accounts Department and 10 miscellaneous vacancies requiring all-India or limited circulation were dealt with at the Central Employment Co-ordination Office. Particulars of 171 applicants were submitted against the circulated vacancies; 126 applicants have been placed under the Ministry of Defence (Defence Accounts Department), one Research Assistant has been placed in the Central Potato Research Institute Patna, one shift engineer, 12 supervisors and upper division clerks have been placed in the Hirakund dam project and one factory inspector under the Chief Commissioner, Ajmer.

Mobile exchanges.- Increased activity was shown by the mobile sections during the month under review and the employment exchanges in India recorded 8,611 mobile registrations and 7,618 mobile placings in February 1952 against the corresponding figures of 7,715 and 6,847 relating to the previous month.

Number of ~~unemployed~~ unemployed at the end of February 1952.- The number of persons seeking employment assistance through the exchanges on the last day of February was 325,626, which was 3,970 more than the figure for January. Of these 37,006 were displaced persons, 27,707 were ex-Service personnel and 9,400 were discharged Government employees. Among the discharged Government employees 6,637 were ex-Central Government and 2,763 were ex-State Government employees.

Special Investigations.- Special investigations were carried out during the month to review employment in Central Government establishments, changes in the occupational pattern of the registered unemployed since Partition, and recruitment in the Railway through the employment service during 1951. The highlights brought out by these investigations showed first, that an overall increase of 13,000 had occurred in the staff strength of the Central Government last year; secondly, that registrants at employment exchanges seeking clerical jobs rose from 44,000 at the end of 1947 to 85,000 at the end of December last and that the percentage of vacancies available to such applicants during December 1951 was only 3.8 per cent, whereas during the same period the percentage of technical applicants was declining; and thirdly, that the various Railway administrations notified over 30,000 jobs to the employment exchanges in 1951 of which over 28,000 or 93 per cent were filled by them.

Employment in Central Government.- Monthly staff strength returns in respect of civilian employees are received in the Directorate General of Resettlement and Employment from all offices and establishments under the Central Governments. These returns contain information in regard to the number of Central Government vacancies periodically becoming available as well as the number of persons actually in post. The former information is used by employment exchanges in making submission of suitable candidates for employment, while statistics of staff strength are published for general information in the Monthly Review of the Directorate General of Resettlement and Employment, and the "Monthly Abstract of Statistics".

Excluding Railways (staff strength returns from which are not received) and Indian Embassies and Missions abroad, the number of ~~personnel~~ civilian personnel employed under the Central Government as on December was 590,662. A year ago the corresponding strength was 577,386. Since January 1951 upto the close of the year, the figures have exhibited, with

minor fluctuations, an upward trend. Classified broadly, the distribution of staff as at end of 1951, was as under:-

	Number	Percentage to total
(a) Administrative and Executive.	54,814	9.3
(b) Clerical -----	142,850	24.2
(c) Skilled and semi-skilled-----	145,304	24.6
(d) Unskilled-----	247,694	41.9
Total----	590,662	100.0

The relative proportions of the various categories had not changed to any significant degree during 1951.

The number of Central Government vacancies filled through employment exchanges showed a steady increase during the year. While in July 1950 only 25 per cent of such vacancies were filled through employment exchanges, the corresponding percentage for November 1951 stood at 49 per cent. According to returns received, as many as 23,362 Government vacancies remained unfilled at the end of November 1951.

Changes in the occupational pattern of the registered unemployed.- At the end of the December 1946, the employment exchanges in India had 236,734 applicants on their live registers. Of them, 42,194 (17.8 per cent) were technical persons, 44,468 (18.8 per cent) were looking for clerical jobs and 84,942 (35.9 per cent) were unskilled. The remaining 65,130 (27.5 per cent) belonged to various other occupations. The composition of the live register, has since, changed as can be seen from the table below:-

Month	Number on Live Register				Total
	Technical	Clerical	Unskilled	Others	
December 1947	42,194 (17.8)	44,468 (18.8)	84,942 (35.9)	65,130 (27.5)	256,734 (100.0)
December 1948	35,012 (14.6)	62,320 (26.1)	86,546 (36.2)	55,155 (23.1)	239,033 (100.0)
December 1949	41,115 (15.0)	65,519 (23.2)	127,676 (46.5)	42,025 (15.3)	274,335 (100.0)
December 1950	45,623 (13.8)	77,745 (23.5)	164,108 (49.6)	43,267 (13.1)	330,743 (100.0)
December 1951	41,469 (12.6)	85,057 (25.9)	162,445 (49.4)	59,748 (12.1)	328,719 (100.0)

Note. Figures in brackets indicate percentages to the total number of applicants on Live Register.

By the end of December 1948, the relative percentages of the four different categories, to the total number of applicants on the Live Register, it will be seen, were 14.6, 26.1, 36.2 and 23.1 respectively. There was, in other words, a noticeable fall in the number of skilled and semi-skilled workers on the registers

and a noticeable rise in the number of applicants for clerical jobs. This was true both in terms of absolute numbers as well as in relative terms.

By the end of December 1949, the percentage of clerical workers fall to 23.2 per cent, but their absolute number of the live register increased. During the same year, unskilled registrants attracted mostly by vacancies occurring in major national projects, rose to 46.5 per cent, while the proportion of technical personnel moved up slightly from 14.6 per cent to 15 per cent. During the next two years, the proportion of registered technical workers steadily decreased, and at the end of 1951 had dropped to 12.6 per cent. The percentage of clerical workers remained more or less unchanged in 1950 as compared to 1949, but was higher in 1951, having reached 25.9 per cent at the end of that year. The proportion of unskilled workers also rose during those two years and remained at 49.4 per cent at the end of December 1951.

In terms of absolute numbers, there was a slight fall in the volume of skilled and semi-skilled personnel on the live register during the 5 years period, being 41,469 at the end of December 1951, as against 42,194 at the end of December 1947. In the case of clerical applicants, however, their number increased steadily from 44,468 in December 1947 to 85,057 in December 1951. A similar rise has been recorded also in the case of unskilled employment seekers. The cause for this rise being the increase of demands from major national projects and public contractors. The number of applicants belonging to other trade categories showed a gradual decline during the period under review, being 39,748 (12.1 per cent) at the end of 1951 as compared to 65,130 (27.5 per cent) at the end of 1947. This perhaps indicates that persons with specialist knowledge outside the main groups are decreasing in availability.

The interpretation of the figures given ~~below~~ above must necessarily be related to the number of available vacancies which are notified to exchanges. This is because registrations, generally speaking, rise in proportion to the employment opportunities offered by exchanges. The position at the end of December 1951 was as follows:-

	No. of registrants available for employment.	No. of vacancies made available by employers during the month.	Percentage of vacancies available to applicants awaiting jobs.
Technical-----	41,469	5,180	12.5
Clerical-----	85,057	3,212	3.8
Unskilled-----	162,445	26,964	16.6
Others-----	39,748	4,177	10.5
Total--	328,719	39,533	12.0

It will be seen that the number of vacancies which exchanges can offer to their registrants is, therefore, fractional. Employment opportunities are particularly limited for those seeking clerical occupations. This wide margin between the number of employment-seekers and jobs available is to-day one of the grave problems that faces the employment service. Occupational mobility particularly among clerical workers will ease the situation but only the creation of much more employment will solve the problem effectively.

Recruitment to railways through employment service.- During 1951 the Railways (most of which are co-operating extremely well with the employment service) notified 30,406 vacancies to their local exchanges. It is a matter of satisfaction that during the year 28,263 or 93 per cent of these vacancies were successfully filled by exchanges registrants. A carry-over of 990 vacancies passed into the statistics of the new year, because the results of submissions made during December 1951 had not yet been made known. It was pleasing to note that over 15 per cent of the vacancies went ~~to~~ to the relief of displaced persons, the total number of such persons employed during the year being 4,376.

It will thus be seen that in the sphere of Railway recruitment the advantage of using national, scientific and equitable methods for the assembly and submission of applicants has been proved. Administrative offices in charge of recruitment have been saved a great deal of trouble in sorting out applicants, advertising and weeding out unsuitable applicants from the thousands who wish to be considered. The pre-selection of applicants has been done by a neutral agency so that officials concerned with recruitment have been relieved of most of the pressure which is so frequently brought to bear upon them by individuals who have the interests of a friend or a relative more at heart than the selection of the best available persons for a post. In the course of time this system will undoubtedly result in higher efficiency and better morale.

The following statement indicates the degree of co-operation given to the employment service by the various Railway administrations during 1951:-

Please see table on the next page.

Railway administration.	Notified during the year.	No. of vacancies			Outstanding at end of the year.
		Filled during the year by displaced persons.	other than displaced persons.	Total	
1	2	3	4	5	6
Assam Railway--	8,114	644	7,501	8,145	88
B.N.Railway----	1,175	386	555	941	12
Darjeeling-----	-	-	-	-	-
Himalyan Railway-	-	-	-	-	-
E.I.Railway-----	4,957	1,460	3,562	5,022	183
E.P. Railway----	5,307	1,308	2,948	4,256	297
O.T. Railway-----	4,027	46	3,126	3,172	218
Central Railway-	3,073	136	3,017	3,153	34
Southern Railway	1,682	166	1,577	1,743	44
Western Railway	2,071	230	1,601	1,831	114
All India Total.	30,406	4,376	23,887	28,263	990

(A Report on the Work done by the Directorate of Employment Exchanges during the Month of February 1952, issued by the Directorate General of Resettlement and Employment, Ministry of Labour, Government of India).

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83. Vocational Training.

India - April 1952.

First Meeting of Regional Committee on
Technical Education for Eastern Region,
Calcutta, 10 April 1952.

The first meeting of the Regional Committee on Technical Education for Eastern Region was held at Calcutta on 10 April 1952, Sir Jehangir Ghandy presiding. The meeting was inaugurated by Mr. N.R. Sarkar, chairman of the All-India Council of Technical Education.

The Committee decided that at present its functions should be (a) to supervise the work of such technical institutions as are affiliated with or receive aid from the All-India Council for Technical Education and to give advice and guidance to other technical institutions which may seek them, (b) to survey the facilities for technical education for their improvement. The Committee appointed two sub-committees with representatives of industry as well as technical institutions and the Government. One of the sub-committees will draw up a comprehensive plan for collecting information in regard to the existing facilities in technical education and training in the region and for a continual survey of such facilities. The other will draft a scheme for apprenticeship training.

Mr. Sarkar's address: importance of education in industrial development stressed.- Mr. N.R. Sarkar in his inaugural address emphasised that the relation between industry and education was of paramount importance to India's future industrial planning and it was essential to plan harmoniously for both.

He also stressed that industry should engage a higher proportion of the best students if the national standard of living was to be improved, and that the conditions of service should be really worthwhile for an efficient and trained person.

(Amrita Bazar Patrika, 11-4-1952)

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Seventh Session of All-India Council for
Technical Education, Calcutta 12 April
1952.

The All-India Council for Technical Education which held its seventh session under the Chairmanship of Mr. Nalini Ranjan Sarkar in Calcutta, on 12 April 1952, appointed a seven-man committee to present to the Planning Commission a five-year programme for technical education and training in India. This committee will meet the Planning Commission and will suggest the scope and extent of further development in the field of technical education taking into account the existing facilities.

The Council approved generally the recommendations of the Eastern Regional Committee on Technical Education (vide pages 104 of this report).

It also approved a proposal for the establishment of a school of architecture in Madras.

An important recommendation of the meeting to the Government was for the grant of financial assistance to various technical institutions. This included a sum of 670,000 rupees to the Alagappa Chettiar College of Technology, Madras, a sum of 184,000 rupees to the Department of Chemical Technology, Bombay University, and 34,000 rupees to the Department of Radio Physics and Electronics, Calcutta University. An interest-free loan of 350,000 rupees to the College of Engineering and Technology, Jadavpur, West Bengal, was also recommended by the Council.

Practical training.- The Council received the report of the Joint Committee of Inter-University Board and the All-India Council of Technical Education and accepted the suggestion that the first degree in engineering course in all universities should be of four years' duration integrated with practical training of not less than six months. It appointed an expert committee to investigate the problem of technical education at the pre-university level. With a view to making available to students from all over India, the benefits of the Higher Technical Institute, recently established at Kharagpur, the Council recommended special concessions in the form of free places and scholarships for deserving candidates from other regions.

The Council also recommended that the Planning Commission in drawing up a programme for the next five years should keep in view the needs of such projects in technical education as were undertaken by the State Governments with due approval of the Central Government entitling them to contribution from the block development grants.

Mr. N.R. Sarkar to relinquish chairmanship.- The Council placed on ~~its~~ record its appreciation of the services of Mr. N.R. Sarkar, who, on the expiry of the second term of his office would retire from the chairmanship of the Council shortly.

West Bengal Governor's address.- The West Bengal Governor, Dr. H.C. Mookerjee, who inaugurated the session, said that the coming five years in India would see the establishment of large-scale industries and enlargement of the scope of scientific and technical training and research. The activities of the Council during these years would have far-reaching effects on India's future. They would require very careful and cautious planning, for one must guard against any wide disparity between requirements and supply.

Mr. Sarkar's speech: businessmen asked to encourage technical education.- Addressing the Council, Mr. Sarkar appealed to industrialists and business men to come forward to make their fullest contribution towards the progress of scientific and technical education ~~inwards~~ in the country. Mr. Sarkar said that in free India, where economic development including expansion of trade and industry was expected to follow definite plans, the technical institutes were calculated to play an important role in the achievement of these plans. It, therefore, behoved the businessmen in the country "to eschew traditional detachment and be inspired by a similar progressive outlook and spirit as shown by their counterparts in Britain and the U.S.A."

He said the importance that the Council had now achieved and the way its guidance and assistance was being sought in all matters connected with technical education emphasised the growing sense of urgency with which the problem of technical manpower was being viewed in this country.

Mr. Sarkar warned the Council against the growth of any regional particularism in its activities. He said on the wake of independence, political trends were every day emphasising regional particularism and in some spheres this was being carried too far.

Labour Ministry's Training Schemes:
Progress during February 1952.

Trade tests in technical trades.- According to the review of work done by the Directorate General of Resettlement and Employment the first batch of trainees undergoing training in technical trades completed their training and were trade tested throughout the country on an all-India basis in January 1952. The test papers were set by experts who were appointed from Government departments and industry. These papers were then issued to the training centres and the tests were conducted by a board of examiners appointed locally for each centre. The results of the tests are given below:-

	Adult Civilians' Training Scheme.	Displaced Persons Training Scheme.
No. appeared for trade tests.	5,464	1,477
No. passed in First Division (80 per cent marks and over)-----	941	216
No. passed in Second Division (80 per cent marks and over but less than 80 per cent)-	4,253	1,128
No. failed-----	270	133

Training of adult civilians.- A number of trainees, who had passed the trade tests, were posted for apprenticeship training in industrial undertakings with a view to giving them experience of production and professional work under commercial conditions. Efforts were being made to ~~post~~ post the others. In the meanwhile, they were provided with facilities for production and professional work at the centres. The number of ~~an~~ such trainees on the rolls, at the end of February 1952, was 1,768. In addition, there were 1,611 trainees receiving training in vocational trades.

Displaced persons training.- Like the trainees under the Adult Civilian training scheme, a number of displaced persons trainees, who had passed the trade tests, were also posted for apprenticeship training in industrial undertakings. The others who could not be so posted, were allowed to continue at the centres on production and professional work in accordance with a programme of work, specially prepared for the purpose. The total number of displaced person trainees on the rolls, at the end of February 1952, was 1,155 of whom 887 were ~~now~~ under training in technical trades and the rest in vocational trades.

The Ministry of Rehabilitation, Branch Secretariat Calcutta, sanctioned 500 additional seats for the training of displaced persons in West Bengal during the month and posting of trainees against these seats was in progress.

A total of 658 displaced persons were undergoing training as apprentices in industrial undertakings in West Bengal and Uttar Pradesh against 1,000 seats sanctioned. They were recruited and posted direct to the undertakings.

✓ Training of women.- A total of 330 women were undergoing training at the end of the month at the four women's industrial training institutes at New Delhi, Dehra Dun and Madras. In addition 2 women at the industrial training institute, at Patna, and 15 women at industrial training institute at Virajpet (Coorg) were undergoing training.

Supervisory training.- The total number of supervisors and instructors on roll at the Central Training Institute, for Instructors, Koni was 124 on 29 February 1952.

(Review of Work done by the Directorate General of Resettlement and Employment during the Month of February 1952, issued by the Ministry of Labour, Government of India).

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85. Migration and Colonisation.

India - April 1952.

Annual Meeting of Ceylon Indian Congress,
Badulla, 18 - 20 April 1952: Struggle
launched to restore Franchise Rights.

The 12th annual session of the Ceylon Indian Congress was held at Badulla from 18 to 20 April 1952. Mr. Peri Sundaram, President of the Congress, presided. Four thousand delegates representing ~~the~~ 200,000 members of the Party attended the session. The Congress, among other matters, directed its Working Committee to "launch such struggle as may be necessary to secure removal of all discriminatory legislation against the Indian community and as an immediate measure to obtain voting rights at the forthcoming General Election for disfranchised electors of Indian origin".

Presidential address.- Mr. Peri Sundaram in his presidential address appealed to the Government of Ceylon to take immediate measures to restore to the disenfranchised Indian residents in the Island their legitimate rights before the forthcoming elections are held. He said that fact that the unexpected death of the Premier, Mr. Don Stephen Senanayake, brought about an early election and that one-tenth of the population found themselves without franchise was a state of emergency demanding extraordinary measures. ~~The~~ Prime Minister in seeking the mandate of the country, ought to have kept in mind the disenfranchisement of one-tenth of the Island's population and the unfairness of going to polls in such circumstances. The Parliament thus elected could neither be representative nor democratic. The Government ought, therefore, to approach this question in a realistic manner.

Political outcastes.- Mr. Sundaram said that the Indian community would become restless. He ~~added~~ added: "Driven from pillar to post, we have been deprived of one right after another and we have become political outcastes. This is an impossible position to be in, especially in a fast moving age and the problem calls out for an urgent solution. Mass mind, in desperate eagerness, is being focussed on the last part of the resolution passed by the Ceylon Indian Congress Committee on 23 January 1948. ~~The~~ The resolution had said: "This meeting of the Ceylon Indian Congress also authorises the Working Committee to devise ways and means to conduct the struggle for securing the demand of Indians in Ceylon for citizenship rights and requests the Indians in Ceylon to await their directives". Mr. Sundaram said that the matter was at the moment under active consideration, and ~~the~~ he told the conference, "You will be called upon during the present session to lay

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down your directives".

Membership of Congress.- Referring to the need for remodelling the organisation to suit the present conditions, Mr. Sundaram said, that in the face of common problems, differences of race, colour or creed became irrelevant and there was no doubt that the organisation too would be taking a step in the right direction by throwing open its doors to all who were in sympathy with its aims and objectives and that the Congress would thereby gain stature and prestige. The sister-organisation, the Ceylon Workers' Congress, he pointed out, had already proceeded on these lines and ~~many~~ it was gratifying that there was in that body a larger number of Sinhalese workers than in any other workers' organisation in the Island.

Resolutions: Working Committee directed to increase struggle for voting right.- The Congress by a resolution directed its Working Committee to launch such struggles^{as} may be necessary in order to secure the removal of all discriminatory legislation against the Ceylon Indian community and as an immediate measure to obtain voting rights at the forthcoming ~~elections~~ general elections for the disfranchised electors of Indian origin.

The resolution appealed to the Government of Ceylon to restore before the general elections the franchise rights of ~~the~~ all those whose names had been expunged from the voters registers. The resolution also asked the Government to redress and remove all discriminatory legislation directed against the Indian community in Ceylon.

Membership opened to all communities.- The Congress threw open its membership to all communities, irrespective of caste, creed or race.

The aims and objects of the new Constitution, approved at the session are: 1) To establish a society which secures equitable ownership, control and distribution of material resources and wealth so as to uphold the dignity of the individual. 2) Secure for all sections and communities on the Island equal rights in social, political and economic spheres. 3) Remove disabilities imposed on the Ceylon Indian community and 4) Seek and promote world peace and fellowship.

Hardships of Ceylon Indians.- By another resolution the Congress welcomed the Prime Minister, Mr. Dudley Senanayake's pledge on his assumption of office, guaranteeing absolute equality to all communities in the country, but pointed out that various legislative measures enacted by the Government were calculated to disfranchise them politically and deprive them of civic rights, contrary to the spirit and letter of the pledge. The resolution added that the holding of general elections on the basis of

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registers which had expunged the names of Indian origin had led to an intense sense of despair and frustration.

The resolution states: "The Ceylon Indian Congress welcomes the pledge of the Prime Minister on his assumption of office, that the administration of this country will be so carried that everyone, whatever the language he speaks, whatever the religion he professes, whatever the race to which he belongs, may live and move on terms of absolute equality", but points out that "the provisions of the Ceylon Citizenship Act, the Indian and Pakistani Citizenship Registration Act, and the Ceylon Constitution (Order-in-Council) Amendment Act, which are altogether calculated to cause hardship to the Ceylon Indian community, disfranchise them politically and deprive them of civic rights, are contrary to the spirit and letter of the Prime Minister's pledge and that the unexpected and premature dissolution of the Parliament and the holding of general elections on registers from which have been expunged ~~names~~ about 200,000 of electors' names of Indian origin have led to intense despair and frustration".

India's request for restoration of franchise rejected.- Following instructions from the Government of India, the Indian Envoy in Ceylon, Mr. Kesava Menon met the Ceylon Prime Minister and had discussed the question of franchise for Indian residents at the forthcoming elections. These talks, however, "ended without any result". The Ceylon Government pointing out that both constitutionally and politically it could not do anything to meet the Indian Government's request.

"Satyagraha" launched.- Meanwhile negotiations between the Congress and the Government having also failed, the Congress on 28 April launched its campaign of 'Satyagraha' (passive resistance) on 28 April 1952.

(The Hindu, 19 and 20-4-1952;
The Statesman, 23-4-1952;
The Hindustan Times, 29-4-1952)

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CHAPTER 9. INCOME SECURITY.

INDIA - APRIL 1952.

91. Pre-Legislation Measures.

Medical Facilities for Employees and Families:
Central Government's Health Scheme.

The Government of India has approved of a scheme intended to provide medical facilities to its employees and their families on a contributory basis (vide page 70 of the report of this Office for March 1952).

In the first instance, the scheme will be confined to 40,000 employees both of the Central and Delhi State Governments and about 100,000 members of their families.

The annual cost of the scheme is estimated at 1.1 million rupees; the Government will contribute 500,000 rupees and the employees the balance, their per capita contribution ranging between 6 rupees and 8 annas a month, the amount depending on their pay.

The Government spends more than 200,000 rupees on existing medical facilities for its officers and other employees, but these do not include about 15,000 Class IV staff (peons, sweepers and others). The additional expenditure that it will have to incur under the scheme will thus come to 300,000 rupees.

Employees and their families, covered by the scheme, will receive diagnostic, medical, surgical and other services. A distinctive feature of the proposal is the provision for attendance to patients in their homes.

Hospitals and other institutions, which will cater for the services, will be expanded to cope with the increased work. The number of doctors at the institutions will be increased from the present strength of 20 to 40, to ensure full attention to Government employees and their families. They will be supplied with medicines without charge other than the monthly contribution.

The Government is confident that the scheme, which will be introduced after the necessary additional personnel are recruited, will be welcomed by its workers, whose contributions to the scheme, it is believed, will not exceed what they spend ordinarily on private medical services to them and their families. It is emphasised that under the

scheme, the health of the Class IV staff, and the families of all employees will for the first time, be the direct concern of the Government.

A sum of 700,000 rupees has been provided in the Government's budget for 1952-53 towards the execution of the new scheme.

(The Statesman, 15-4-1952).

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92. Legislation.

India - April 1952.

Extension of Application of Employees' State Insurance (Central) Rules, 1950: Draft Amendment published.

In exercise of the powers conferred under Section 95 of the Employees' State Insurance Act, 1948, the Central Government has published a draft amendment to the Employees' State Insurance (Central) Rules, 1950, extending the Rules to "the whole of India except the State of Jammu and Kashmir". The draft will be taken into consideration after 20 April 1952.

(Notification No. S.R.O. 518 dated 18 ~~April~~ March 1952; The Gazette of India, Part II-Section 3, 22 March 1952, pp. 514-515).

The Workmen's Compensation (Transfer of Money) Rules, 1935, extended to all Part B States except Jammu and Kashmir.

In exercise of the powers conferred by Section 35 of the Workmen's Compensation Act, 1923, the Central Government has extended the Workmen's Compensation (Transfer of Money) Rules, 1935 to all Part B States except Jammu and Kashmir, by substituting in sub-rule (2) of rule 1 for the words "except Part B States" the words "except the State of Jammu and Kashmir".

A similar amendment has been made in the Workmen's Compensation (Transfer of Money) (Burma) Rules, 1938 also.

(Notification Nos. S.R.O. 519 and 520, dated 18 March 1952; The Gazette of India, Part II-Section 3, dated 22 March 1952, page 515).

Uttar Pradesh Employees' Insurance Courts Rules, 1952.

The draft Uttar Pradesh Employees' Insurance Courts Rules, 1952 published in April 1950, have now been approved and gazetted on 23 February 1952. The Rules relate to the constitution of the employees' insurance courts to be set up under section 74 of the Employees' State Insurance Act, 1948, conditions of services of judges, administrative control, procedure and execution of orders, and costs and decrees.

(Government Gazette of the Uttar Pradesh, Part I-A, 23 February 1952, pp. 133-140).

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94. Application.

India - April 1952.

Provident Fund for Employees: Draft Scheme
circulated.

A draft scheme under the Employees' Provident Funds Act has been circulated by the Government of India among factories for comments, and applications have been called from them for exemption from the Act (vide page 71 of the report of this Office for March 1952) before 7 May 1952.

The Act applies to the textile, paper, cigarette, engineering, iron and steel and cement industries. A scheme for its implementation was approved at a conference of representatives of the various State Labour Departments, held in New Delhi on 29 March 1952 (vide pages 73-74 of the report of this Office for March 1952).

Exemptions.- Exemption will be granted to a factory only if its provident fund rules are in conformity or are more favourable to employees than those specified in the Act. Normally contributions to provident funds are a percentage of the basic wages only, but under the Act contributions amount to 6 1/4 per cent of the basic wages plus the dearness allowance. It was still open to any factory to revise its provident fund rules and to bring them in conformity with the Act so as to qualify for exemption.

The main advantage of exemption lies in a smaller administrative charge. Employers, coming within the scope of the Act, will be required to pay an administrative charge of 5 per cent of the total employers and employees' contribution, while exempted factories will pay only 2 1/2 per cent, and will also be able to maintain the provident fund accounts of the employees themselves subject to general supervision by the Government.

Under the draft scheme, a worker who has put in less than 10 years ~~service~~ of service in a factory will not be entitled to the employer's contribution. Service between 10 and 15 years will entitle him to half the amount of the employer's contribution, service between 15 and 20 years to 60 per cent of it, and between 20 and 25 years to 75 per cent.

Portions of the employer's contributions to which workers do not entitle themselves, will not be returned to the employer, but will be credited to a "reserve account" of the provident fund.

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CHAPTER 12. INDUSTRIAL COMMITTEES.

INDIA - APRIL 1952.

121. Special Information.

Measures to increase Coal Output: Working Party's Recommendations accepted by Government.

The Working Party on Coal industry appointed by the Government of India in March 1950 to enquire into the coal industry (vide page 30 of the report of this Office for April 1950) has submitted its report recently. The main recommendations made by the Working Party are the following.

Coal control to continue.- The Working Party has recommended that the existing control on coal in respect of price, allocation and distribution should continue. Good quality coking coal should be conserved; the use of good quality coking coal should be strictly restricted to the iron and steel industry, blast furnaces and other metallurgical purposes; the scheme of reduction in the output of metallurgical coal suggested by the Metallurgical Conservation Committee should be implemented.

Zonal production.- Zonal production of coal should be encouraged in order to achieve rational production and distribution and in the interest of a healthy growth of industrial development in the areas situated at long distance from the coalfields of West Bengal and Bihar; immediate steps should be taken to increase the production of the Assam coalfields by 100,000 tons per annum; of the Hyderabad coalfields by 1 million tons per annum; of the Vindhya Pradesh, and Madhya Pradesh coalfields for serving Saurashtra, Cutch, Western India and Southern India; and of the Talcher coalfields in Orissa. The Korba coalfield in Madhya Pradesh, the North and South Karanpura field and the lignite deposit in the South Arcot District of Madras should also be developed.

In connection with the opening of the outlying fields of increasing the output from the existing coalfields, additional transport facilities should be

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Report of the Working Party for the Coal Industry September 1951. Published by the Manager of Publications, Delhi. Price Rs.4-2. pp. iv x 188.

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provided, such as siding facilities for Singareni collieries; crossing stations between Chirimiri and Kotma; a new branch line from Champa to Korba field; doubling of Anuppur-Katni-Marwa section with necessary yard remodellings; an extension of the M.S.M. Railway siding from Talcher colliery to a new area where coal is quarriable; connection between Argada and Patratu Branches; re-examination of the Chitra Ray Project; extension of the G.I.P. broad gauge line in Kanhan Valley as far as Pench Division and facilities in the Garo Hill coalfield in Assam.

Production and utilisation of lower grade coal should be encouraged wherever practicable and a target of 23 per cent of the available transport ~~for~~ for consumers nearer the coalfields should, as far as practicable, be reserved for the use of Grade II and Grade III coal and distribution should be adjusted accordingly.

Mechanisation recommended.- Mechanisation provides the only real means of securing quickly and on a planned basis, any large increase in production that may be found necessary in future with the expansion of general industrialisation of the country; mechanisation should be spread over a period to make adjustments easier and should proceed colliery by colliery.

Measures to improve per capita output.- In order to improve the output per man-shift, all future mines should be well laid and properly planned; in the existing mines, steps should be taken to improve ventilation, lighting, haulage system, and the supply of tubs. Piece-rate should be introduced wherever possible; A production bonus system on a graduated scale should be introduced, Bonus being paid purely on attendance at present, should be on the basis of a unit of production. All new developments should be planned and executed as far as practicable with the maximum possible use of machines for coal cutting and coal conveying. Government and industry should join hands for large-scale training of workers in operating and maintaining machinery and planned education of general mass of colliery workers should be undertaken.

Labour relations.- In the interest of better relations, the employers and the workers should rely more on mutual bargaining. Disputes among rival unions regarding representation should be decided by workers' preference. Collective bargaining machinery consisting of pit committees and zonal committees should be created. Formation of the Federation of Employers in the Coal Industry and of the Federation of Workers employed in Coal Mining Industry should be encouraged. A Joint Committee of these Federations should also be formed so that it might form an Appellate body of employers and workers to settle all disputes on larger issues.

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Setting up a Coal Board suggested.- The Working Party suggests the setting up of a Coal Board to achieve unification of central control as envisaged by various authorities. The proposed Coal Board should be entrusted with the task of planning and implementation of various questions connected with the coal industry. It also recommends the creation of a private limited company or a Joint Stock Corporation for the administration of the State Railway Collieries.

The Working Party has also recommended stricter control on the quality of despatches of coal and coke ~~examined~~ by the Inspection Branch of the Coal Commissioner's Organisation, amendment of the Mineral Concession Rules to provide for the minimum period of 30 years' lease for coal with an option for renewal for another 30 years, amalgamation of small colliery units into "economic units" and provision of increased facilities in the Port of Calcutta for development of export markets.

Government decisions on recommendations.- By a resolution published on 19 April 1952, the Central Government has made the following decisions, on the recommendations made by the Working Party.

The existing control on coal will be continued.

Powers have been taken by the Central Government by legislation for conservation of metallurgical coal and a Coal Board has recently been set up. The Coal Board will be setting up shortly a technical Committee to examine the working conditions of individual metallurgical-coal-producing collieries before positive steps to ~~be~~ conserve ~~in~~ such coal are taken.

The Government of India has accepted the principles contained in the recommendations regarding zonal production and distribution of coal. The State Governments have already been addressed on the subject and it is proposed to hold, as soon as possible a meeting of the State Governments and of the Ministries of the Government of India concerned, including Railways to concert measures for increasing the production in outlying fields and for the provision of additional transport facilities in these fields.

The Government of India has also accepted the recommendation regarding mechanisation of coal mines. An investigation will be undertaken by the Coal Board in due course to ascertain the extent to which mechanisation can be introduced in the existing mines without any material retrenchment resulting therefrom. When permission for opening new mines is granted, a condition will be imposed that all new developments should be planned and executed as far as practicable with the maximum possible use of machines for coal cutting and coal conveying.

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As regards productivity, the output per manshift in India is very low as compared with other countries and all possible steps should be taken to increase ~~and~~ the output per manshift. The specific recommendations made by the Working Party to achieve this are under examination and Government's decision on these points will be announced later.

The Resolution states that the Government of India attaches great importance to the recommendation made by the Working Party regarding the creation of a collective bargaining machinery consisting of representatives of employers and employees at various stages.

The recommendation regarding the creation of a private limited company for the administration of the Railway Collieries is under the consideration of Government.

Government also accepts the recommendation that a stricter control on quality of despatched coal and coke should be exercised and it is proposed to expand the inspecting staff under the Coal Commissioner for this purpose.

The recommendation made by the Working Party regarding amendment of the Mineral Concession Rules has already been given effect to.

As regards production and utilisation of lower grade coal, the Resolution states that while the Government of India accepts the principles embodied in the recommendation regarding the production ~~of~~ and utilisation of lower grade coal, ~~it~~ did not consider that there is any need for fixing a target of despatches as ~~recommended~~ recommended by the Working Party. In view of the limited transport capacity available at present, it is considered that any further increase in the production of lower grade coal will be inadvisable at present. The Government of India, therefore, considers that the production of lower grade coal should be maintained more or less at the present level and that transport allocation ~~of~~ for lower grade coal should also be at the existing level. This position will, however, be reviewed every six months by the Coal Commissioner who consistent with the transport availability, will make recommendations to Government whether any additional allocation of transport can be made available for movement of lower grade coal.

The other recommendations are under the considerations of the Government.

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Fourth Session of the Industrial Committee
on Coal Mines, New Delhi, 21 April 1952:
Working Party's Recommendations
considered .

Recommendations regarding welfare work, housing, abolition of the contract system, formation of works committees and the policy of mechanisation, in respect of coal mining labour, were made by the Tripartite Industrial Committee on Coal Mining which held its fourth session under the chairmanship of Mr. V.K.R. Menon, Secretary, Ministry of Labour, Government of India, at New Delhi on 21 April 1952. The session was specially convened for the purpose of considering the recommendations of the Working Party for the coal industry, (vide pages 116-119.....of this report) with special reference to the following items:- (i) Linking of wages, bonus, and food grain concessions with an unit of production; (ii) Housing; (iii) Mechanisation; (iv) Labour relation; (v) The contract system of labour; (vi) Supply of tubs and wagons; (vii) Welfare Fund and the Coal Board.

Linking of wages, etc. with unit of production.- In order to improve the output per manshift and reduce the cost of production the Working Party had recommended the introduction of a production bonus system on a graduated scale of a unit of production. It has further recommended that piece rates should be introduced wherever possible and the minimum wages as well as the existing food grain concessions should be linked with a unit of production. The labour representatives of the Working Party, however, in their ~~joining~~ joint note of dissent have expressed themselves strongly against these suggestions. According to them the workers are even now being deprived of their full earnings because of irregularity in the supply of tubs and wagons.

The present wage structure in the coal industry is based broadly on the award of the Conciliation Board which recommended in 1947 that the piece-rate for miners, ~~travellers~~ trolley-men and wagon-loaders should be increased from annas 8 to annas 12 per tub of 36 cft and that for a male time-rated worker the minimum basic wage should ^{be} annas 8 per day. The Board based their calculations of the basic wage by standardising a 36 cft capacity tub filled by a pick-miner at the gallery face as being valued at annas 12 and recommended that the rates in other categories of workers should be adjusted where necessary so as to accord with the wage level thus indicated. In regard to the dearness allowance the Board recommended that all workers with a basic wage of Rs. 30 per mensem and under should be given a dearness allowance equal to 150 per cent of the basic wage and that rates for others should be suitably revised. The Board also recommended the continuation of the existing food grain concessions and the grant of an annual bonus equal to four months' basic wages split up into an attendance bonus of two months' basic wages payable to workers fulfilling certain attendance standards and an additional production bonus related to the total raising

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during the year to all persons qualifying for the attendance bonus. The present system of bonus was evolved as the result of an agreement reached at the first session of the Committee in January, 1948, which decided that the attendance and the production bonuses recommended by the Conciliation Board should be combined into a quarterly bonus payable at the rate of $\frac{1}{3}$ of the basic earnings during the period to all workers fulfilling the prescribed attendance standards. So far as the question of linking of wages with a unit of production is concerned some such linking may be said to exist already in the case of workers on piece rates like miners, loaders and trammers. In respect of the bonus also, since its quantum is related to basic earnings, it is even now similarly linked with production so far as the piece rated persons are concerned.

On the question of extension of the piece rate system to other categories of workers, the committee decided that the system does not require to be extended. In the case of trammers in the PENCH Valley and Kanhan collieries, however, the parties could put their suggestions separately in writing and Government would examine them and if necessary, refer the matter to the joint working committee or place the proposals before the next meeting of the committee. On the question of replacing the existing system of bonus it was decided that the existing bonus system should continue unchanged. On the question of linking food grain concession with a unit of production there was complete difference of opinion between the workers' and the employers' groups. It was decided not to discuss the question any further.

Housing.- The Working Party has recommended that houses should be provided as near the collieries as possible and concerted efforts should be made by the Government and the mine owners to solve the housing problem. It has also felt that the industry's plea for lowering the Coal Mines Welfare Fund housing specifications and for increased financial assistance is not without justification. The labour representatives in their joint note of dissent have expressed themselves against any lowering of specifications and have recommended that legislation should be introduced for making it obligatory on the employers to make arrangements for proper housing.

Under the existing subsidy scheme the Coal Mines Welfare Fund contributes 20% of the cost of houses built according to the specifications upto a maximum of Rs. 600 per unit. The original specifications which provided for two-roomed tenements, rooms measuring 12' x 10' each and a total plinth area of 501 sq. ft, have already been lowered to two rooms measuring 10' x 8' each and a plinth area of 401 sq. ft. The industry is in favour of constructing single-room quarters (15' x 10'). As for the amount of subsidy the money is provided out of the proceeds of the cess levied on despatches of coal at the rate of annas 6 per ton, annas $1\frac{1}{3}$ of which being ~~allocated~~ allocated to housing. Any increase in the subsidy is thus dependent on an ^{en}hancement of the cess if other welfare services are not to be cut.

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During the discussion, the chairman declared that so far as specifications in respect of rooms and plinths areas were concerned the Ministry of Labour would not lower them any further. But as regards materials used the Ministry would not be very particular so long as housing houses were being built according to these specifications and there was no difference in the comfort of the occupants. He also informed the meeting that legislation might also be undertaken on the subject.

Mechanisation.- The majority report has recommended mechanisation as a method of increasing output per manshift. It has been conceded, however, that under the present conditions mechanisation is bound to proceed in stages and would not lead to any large scale loss of employment. It has been suggested, therefore, that mechanisation should be spread over a period to make adjustments easier. In respect of new mines, however, it has been recommended that mechanisation should be made a condition precedent to the grant of opening permission. The labour representatives in their note of dissent have expressed the view that mechanisation should be combined with expanding production. They are also against mechanisation without proper safeguards for the workers' interests.

On this subject, the committee endorsed the decision of the Government on the subject (vide page ~~xxxix~~ 118. of this report).

Labour relations.- The Working Party has placed great emphasis on collective bargaining and recommended the formation of Pit Committees in every colliery, composed of an equal number of workers' and employers' representatives. It has also recommended the constitution of zonal committees on a similar basis and the formation of all India federations of employers' and workers' organisations with a joint committee of these federations. Until such federations are formed separate joint working committees of workers and employers covering all the existing workers' unions and employers' organisations should be formed for holding joint consultations. The tripartite Industrial Committee should deal only with residual problems not resolved through the bipartite machinery contemplated in these recommendations. While admitting the need for the inclusion of outsiders in the trade union movement, the Working Party is strongly of the opinion that the trade union movement should remain free from the influence of any political party. In the event of disputes among rival unions regarding representation the Working Party has suggested the holding of workers plebiscites.

The question of formation of works committees and zonal committees was discussed at the second session of the Industrial Committee in September, 1948. According to the information available the total number of works committees so far formed is only 220 in 760 collieries. No zonal committee has

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yet been formed. So far as Joint Working Committees are concerned, in Bihar and West Bengal there is one joint working committee of the employers' organisations comprising the Indian Mining Association, the Indian Mining Federation and the Indian Colliery Owners' Association. In Madhya Pradesh there is a Central Provinces and Berar Mining Association. There is, however, no corresponding joint working committee covering the workers' unions at present. Regarding collective bargaining and elimination of political influence from the trade unions the Labour Relations Bill contains provisions for formal certification of bargaining agents as also for the procedure to be followed in the case of rival unions claiming recognition; and the Trade Unions Bill restricts the number of outsiders permissible on the executive body of a recognised trade union.

The Industrial Committee accepted the Working Party's recommendations as regards tripartite committees. In view of the practical difficulties in holding plebiscites for settling claims of rival unions for representation (the employers' and workers' group were united in their support for plebiscites as recommended by the Working Party), the chairman promised that the point would be examined.

Contract system of labour.- The labour representatives in the Working Party in their joint note of dissent have referred to the contract system which they consider to be at the root of many evils that afflict the industry and nullify the benefits which have accrued to labour from time to time. They are of the view that efficiency of labour can be best maintained through direct contact between workers and employers and have, therefore, strongly recommended the abolition of the contract system.

The system of working collieries through contracts was at one time very prominent in the Bengal-Bihar coal fields. The eleven collieries owned by the Railways were also worked through contractors who were responsible for the recruitment of labour, raising of coal, loading in the wagons and payment to workers, against a lump sum payment made to them for each ton of coal raised or loaded. The Royal Commission on Labour, the Bihar Labour Enquiry Committee, the Indian Coal Fields Committee, 1946, and the Conciliation Board 1947 have all condemned this system. While it gradually lost its hold on the market collieries the system continued to exist in the Railway collieries. The question of abolition of this system was discussed at the second session of the Industrial Committee on Coal Mining in September, 1948 and it was agreed that it should be abolished as early as possible. Accordingly the system of coal raising through contract was progressively abolished in nine of the eleven Railway collieries and departmental working was resorted to. The two remaining collieries at which the contract system is still in force are Bokaro and Kargali. These are two of the very few big collieries in India employing more than 20,000 workers. The problems attendant on the abolition of a long standing system in these collieries are consequently more difficult. Though the matter is being actively pursued by Government and steps are being taken for a change-over from contract to departmental working an extension of the system had to be given upto July 1952 in view of the huge administrative arrangements involved.

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It was decided at the meeting of the committee that the contract system should be abolished as speedily as possible. Pending final abolition, the special disabilities in regard to conditions of service etc. suffered by the contract labour as compared with labour directly employed would be examined with a view to removing or minimising those difficulties. The examination would relate in particular to such difficulties as had been created by some tribunal rulings debarring contract labour from the enjoyment of benefits like holidays etc. which the tribunal itself had awarded.

Regarding Gorakhpuri labour it was decided that the whole issue of continuing the system would be examined and then placed on the agenda of the next session of the Committee. Meanwhile, the workers' representatives suggested that a representative of the workers should be associated with the local administration of the Gorakhpuri labour force and on employers behalf Mr. Ray promised to consult his associations and let the Ministry of labour know their reactions.

Supply of tubs and wagons.- The Working Party had remarked that inadequate supply of wagons for coal loading has been a chronic complaint and has come up for consideration before all previous coal committees. It has appreciated, however, that through improved turn-round of wagons the Railways have done their best for moving 29.7 million tons of coal in 1949-50 as against ~~24.3~~ 24.3 million tons in 1947-48 with very slight addition in the wagon stock position. While commending this performance the party has suggested that possibilities of further improvement should be explored. The labour members of the party in their note of dissent have pointed out that production is often restricted according to the supply of wagons. Due to this factor as well as inadequate supply of tubs workers are often unable to produce as much as they would like to. For piece rated workers this leads to loss of wages as well as bonus which is related to basic earnings.

The Industrial Committee noted the efforts made by the railways to increase the wagons and by the Works, Production and Supply Ministry to increase the tubs. As the distribution of available tubs affects the earnings of piece-rate workers, the Committee felt that the Industrial Relations Machinery should study the question of the fair distribution of available tubs ~~the~~ among the workers.

Welfare Fund and the Coal Board.- The Working Party had recommended that a Coal Board should be constituted for co-ordinating the functions exercised at present by the various central Ministries in relation to the coal industry. The functions of the Board would include among other things labour amenities and welfare and collection and distribution of cesses. Till the time such a Board is established the Coal Mines Welfare Organisation should be amalgamated or placed under the direct ~~control~~ control of the Coal Commissioner as the Coal Commissioner and his officers are, in its view, more in ~~intimate~~ intimate touch with the problems pertaining to the coal mine workers and are, therefore, in a better position to view the necessities

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of workers with sympathy and consideration. They have also considered that the central cesses should be consolidated and collected and distributed through one agency in order to enable adjustment of one particular head to the other, simplify matters and reduce the cost of collection.

The labour members of the Party, however, while agreeing that cesses should be collected by one agency have expressed themselves against consolidation of the welfare cess with other cesses as also against the amalgamation of Welfare Organisation either with the Coal Commissioner's Organisation or the proposed Coal Board. They apprehend that if these proposals are acted upon the money allocated now for welfare activities will be diverted to other purposes and the welfare activities will suffer in consequence. The amalgamation as proposed in the majority report will also, in their view, jeopardise the autonomous character of the present welfare body, go to deprive it of its independent source of income and make the welfare work dependent on policies pursued by Ministries not directly concerned with workers' welfare. The question of unification of control was considered previously by the Indian Coal Fields Committee in 1946. While recommending concentration of powers in a national Coal Commission the Committee recognised the need for leaving welfare measures in coal mines in the hands of the Labour Ministry. The functions of the Coal Board recently set up are limited at present to the maintenance of safety in coal mines and conservation of coal. The Central Government, however, has the power to delegate to the Board such of its powers and duties as may be deemed necessary.

The Central cesses which are being levied at present are the welfare cess, the rescue cess and the stowing cess. While the welfare cess is levied on all despatches of coal and coke whether by rail or road the stowing and rescue cesses are levied at present on rail despatches only. Realisation on road despatches, however, is comparatively insignificant constituting not even 5% of the total and the agency for collecting cesses on rail despatches is the railways who make a consolidated levy and then credit it to the different accounts.

The Industrial Committee agreed that the status quo should continue both in regard to the administration of the welfare Fund and the cesses. All parties at this session of the Industrial Committee were agreed that it was not necessary to consolidate the cesses. The functions of the Coal Board recently set up are limited to the safety of coal-miners and conservation of coal. The Committee was of the opinion that amalgamation of functions would jeopardise the autonomous character of the present welfare body - the Coal Mines Labour Welfare Organisation. Nor was such an amalgamation of all activities likely to lead to any real simplification in administration.

(Memorandum on the Items of the Agenda and Proceedings of the Fourth Session of the Industrial Committee on Coal Mining, received in this Office).

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LIST OF THE PRINCIPAL LAWS PROMULGATED DURING
THE PERIOD COVERED BY THE REPORT FOR APRIL 1952.

INDIA - APRIL 1952.

Chapter 4. Problems Peculiar to Certain Branches
of the National Economy

The Mysore Tenancy Act, 1952 (No. XII of 1952);
(The Mysore Gazette, Part IV-Section 2B,
17 April 1952, pp. 73-96.)

Chapter 5. Working Conditions and Living Standards

The Mines Act, 1952 (XXXV of 1952);
(The Gazette of India, Part II-Section 1,
17 March 1952, pp. 155-184).

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